The International Exchange of Publications

A Report of Programs within the United States Government for Exchange with Latin America, Based upon a Survey Made for the Interdepartmental Committee on Scientific and Cultural Cooperation, under Direction of the Library of Congress

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INTRODUCTION

A Presentation of Developments Leading to This Survey, a Clarification of the Terms Used and (together with the Final Chapter) a Summary of the Entire Report

The beginnings of the programs of the United States Government for the international exchange of publications were involved with a magician, mass meetings and great popular interest. One man brought to this prosy field all the color that it has ever enjoyed. M. Alexandre Vattemare, magician and ventriloquist, pursued his arts through the theatres and courts of Europe, visiting libraries and art museums and pondering on their duplicate treasures, until, about 1830, he had discovered his real mission: promoting international exchange of publications, artistic works and scientific specimens. In such exchanges, he had discovered values that many others were to proclaim less eloquently and less zealously.

By 1839, M. Vattemare had decided that he could best serve his cause by directing his efforts toward American participation in the exchange "system" -- never truly a system -- which he had inspired in Europe. In this country his interest eventually became centered on the exchange of publications. He arrived in this country and almost immediately submitted to Congress a memorial urging this government to provide for the exchanges in which he so wholeheartedly believed.

Congress did act in 1840 and, more effectively, in 1848, but that body was persuaded to action not by Vattemare's descriptions of the rich duplicate collections abroad, but by the possibilities he had pointed out for acquiring current publications of European governments. This emphasis has been evident in every Congressional action since then.

Vattemare, reflecting the intellectual spirit of his day, was a scientist -- an amateur, devoted, optimistic, internationalistic scientist. He was, unfortunately, no organizer, and by 1852 Congress had dismissed its obligations to him and turned elsewhere for help in exchanging the publications of the government.

Meanwhile, in 1846, there appeared, as a quasi-official American agency, the Smithsonian Institution, devoted -- as Vattemare was devoted -- "to the increase and diffusion of knowledge." The first great secretary of that institution, Joseph Henry, did not long delay in establishing exchange relations with all the important learned institutions in the world. He went further and arranged for the Smithsonian to serve any other agency in shipping and receiving publications from abroad. This arm of the Institution, now known as the International Exchange Service, was, from 1849 on,

to be a central feature of the American exchange picture. Smithsonian officials could disclaim in 1853 that their system of exchange bore any "connexion with that established between national governments by Mr. Vattemare." The statement was correct. Intellectually, however, the two systems were identical. Fortunately, Henry could provide what Vattemare could not: effective organization.

From 1852 until 1867 Congress found no satisfactory way of assuring its intent that one copy of American documents be exchanged for one copy of the documents of each of the foreign powers. In the meantime, the Smithsonian was perfecting and paying the costs of its own exchange system, and serving the various departments of the government, as well as non-governmental institutions throughout the country, by paying packing and shipping costs for publications sent abroad. In 1867 Congress arranged for the official partnership of its Library and the Smithsonian Institution, the latter to act as a shipping agent, the former to be the depository, for foreign government documents. This partnership has survived to the present.

In the 1870's a need became apparent, both here and abroad, for more precise commitments and more effective machinery for the carrying on of exchange. The Brussels Conventions of 1886, adopted then or later by 23 nations, helped to provide these commitments and this machinery. The first convention provided for just such exchanges as Congress had approved, and for exchange bureaus, largely modelled on the Smithsonian International Exchange Service, to serve as shipping agents for governmental departments and private institutions. The second convention provided for the immediate exchange of official journals, parliamentary annals and documents — the materials then and now in most immediate demand. American adherence to the Brussels Conventions formalized the pattern which had been established for some years. Even before acceptance of the Brussels Conventions, Congress had appropriated funds for the Smithsonian International Exchange Service. After that, Congress supplied the entire budget. In recent years the Brussels Conventions have been supplemented and superseded in part by bilateral agreements which do not materially change the methods of procedure.

Congress sought to assure that its Library would have adequate collections of foreign documents because it felt the need for them. It used exchange as the method of acquisition because such documents would, no doubt, have been difficult to purchase, because it seemed fitting to exchange official publications with other sovereign powers, and because there was a measure of pride in the documents which this government produced.

As the Library of Congress and the Smithsonian carried on the formal exchanges which Congress had found good and proper, dozens of bureaus and departments of the government developed their own

exchange programs, usually through their libraries. These agencies had much the same reasons to exchange publications as Congress had. They needed specific foreign titles, or material in limited fields, foreign documents and non-governmental publications. These agencies found that it was often cheaper to exchange than to buy, that exchange arrangements were often more continuous and satisfactory than purchasing, and that on occasion exchange was the only way of getting certain titles. But departmental motives, like Congressional motives, were not entirely economic. Exchange gave each agency a means of distributing its own publications and of sharing its achievements. The motives for using exchange were, and are, mixed in various proportions, but the ingredients remain constant: national pride, concern for the welfare of other nations, and economy.

The operations of most exchanges arranged by the departments are similar. A departmental library or publications section builds up a mailing list of a few or many foreign institutions. It selects these institutions because it needs the publications they are producing. The list is lengthened by letters received from abroad asking for exchanges, or by the suggestions of officials who travel abroad and find new opportunities for exchange. State Department channels may be used to make contact with foreign agencies. Commercial and agricultural attaches or other diplomatic representatives are asked or find occasion to establish exchange relations.

Over the years, shipping procedures have varied, but in recent years the bulk of current publications used as exchanges is addressed by the Government Printing Office and mailed from there or sent to the Smithsonian International Exchange Service for shipment.

This exchange by departments has been enlarged somewhat by the use of duplicate books and periodicals. Duplicate exchange has, however, been of minor amount and importance in comparison with the exchange of current publications.

Two world wars have disrupted many exchanges, but after each war exchange lists have been rebuilt rapidly, for governmental agencies are made all the more aware of their need for foreign publications when they have been withheld, and the appeals from abroad are urgent. By 1948 governmental exchange programs had assumed their prewar size. At least 50 of the more than 130 governmental libraries in Washington were carrying on large or small programs of international exchange, and a few departmental publications sections, rather than libraries, had assumed the exchange programs.

In carrying on its exchanges the government shipped, through the Smithsonian International Exchange Service, 163,000 pounds of

its official depository sets in 1947-48. That agency carried an additional 224,000 pounds of exchanges for the departments of the government, and at least 150,000 pounds went through other channels. In addition, the government, by permitting non-governmental institutions and scientists to use Smithsonian facilities, assisted in placing abroad 346,000 pounds of non-governmental publications, without cost to the government other than transportation from the Smithsonian.

The measure of returns from abroad was difficult to estimate as to bulk, since relatively few shipments came through the International Exchange Service. There were measures of quantitative and qualitative importance, however. One departmental library was getting 85 percent of all its foreign acquisitions through exchanges, another was getting 75 percent of all its periodicals, another estimated that its book funds would have to be doubled if exchange were not possible.

By 1948 it was evident that there was a new interest in international exchange. This interest grew not only out of contemplation of the size of present programs and of the old, familiar, and perhaps inefficient exchange channels, but also out of two problems concerning publications now facing the government. These problems were not new, but they had become acute during and immediately following the war.

The first problem was obtaining the foreign publications needed to meet the intelligence and the research needs of the government. The future security of the nation rested in part upon extensive and continuous acquisition of such material. The Department of State tackled this problem through its Division of Acquisition and Distribution. Procurement officers were trained and sent abroad to gather, for the use of many governmental agencies, the materials difficult to acquire through correspondence. Exchange of American governmental publications for governmental or non-governmental foreign publications became a highly valuable device in this program.

The second problem involved the use of books and periodicals as active agents in carrying out United States foreign policy. Our increasing dependence upon the good-will of other nations had dictated changes in national policy: no longer could communication with foreign nations be confined to diplomatic channels. This was evident by 1936, when our government introduced at the Buenos Aires Conference for the Maintenance of Peace, a cultural convention, adopted by the Conference, explicitly providing for the exchange of both official and non-official publications among the American republics. By Congressional action the Department of State was, in 1939, authorized to make the provisions of that Convention effective. Our government, building its foreign policy upon the basis of "peoples speaking to peoples", had adopted books as one of the

instruments of its foreign policy. It reaffirmed this adoption in passage of the Information and Educational Exchange Act of 1948.

During the war, the Department of State recognized such a role for books by providing $365,000 worth of gift books to Latin America, the Philippines, the Near East, and China, through the American Library Association. Exchange channels were also utilized, for in 1942 a Hispanic Exchange Unit was established in the Library of Congress, with funds recommended by the Interdepartmental Committee on Scientific and Cultural Cooperation and furnished by the Department of State. This unit continues, with the support of such funds, as the Hispanic Exchange Section.

The Department of State had turned to gift programs because exchange programs were so limited in the materials they could send; few commercial books, learned journals, or university press publications ever flowed through these channels. The Hispanic Exchange Section could use such publications on exchange, but by 1948 the funds available to it limited such activity to token shipments.

This second problem of using books as instruments of foreign policy concerned also the Division of Libraries and Institutes in the Department of State. It was this division which first became concerned with the need for further action to clarify the exchange picture. In 1946, representatives of several federal libraries, the Division of Libraries and Institutes, and the Smithsonian Institution met to discuss the possibilities. Also represented were the American Library Association, then operating a large book program in aid of foreign libraries (supported by funds from the Rockefeller Foundation and from the Department of State), and the American Book Center, at that time serving war-devastated libraries abroad, through its program of supplying duplicates (supported mainly by private agencies). The American Library Association and American Book Center programs had helped to fill wartime and postwar needs for books and periodicals and, very importantly, had supplied the types of material not available to governmental exchange units. These programs, however, were coming to an end, it was pointed out, and action was necessary to assure that the flow of publications from this country did not too sharply diminish.

The gift programs had served emergency needs, but the consensus was that exchange programs could better serve the more permanent needs of the government. Discussion of the exchange channels which might be used and broadened continued after that meeting, and centered largely on the role the American Book Center might play. By late 1948 there was assurance that a successor organization, to be called the United States Book Exchange, would be established with funds from the Rockefeller Foundation. The Library of Congress had given work space to the American Book Center, and it continued to house the new organization. This agency

planned to use the resources which the American Book Center had found existing in this country -- duplicate books and periodicals of recent date. Governmental as well as non-governmental agencies could look to a new source of exchanges, a useful deposit for duplicates, and a means of insuring a flow of American publications abroad.

There remained problems no agency was prepared to tackle. The United States Book Exchange could exploit the supply of duplicates here and abroad -- and perhaps encourage some exchange of current publications -- but it remained a private agency without facilities for inquiring into the maze of governmental programs, or reason for considering its program as an instrument of foreign policy.

By 1948 the Interdepartmental Committee on Scientific and Cultural Cooperation had become convinced that exchange fitted into its pattern of activities, and that the possibilities of exchange programs as instruments of foreign policy had not been fully explored. In its 1948 budget this Committee provided limited funds for the creation of a pilot office, called the United States Exchange Office, to serve in coordinating, strengthening and increasing governmental exchange with the Latin American countries. At this time, the Committee was carrying on activities relating only to this hemisphere, but the passage of the Information and Educational Exchange Act of 1948 foreshadowed similar action in other parts of the world. The manner in which an exchange office might operate and the things which it might do, were not, however, altogether clear. These facts led the Committee to approve a survey of international exchange to determine its present extent and future possibilities and the necessity and value of a coordinating office.

In the words of the contract upon which this study has been based, the result was to be "a comprehensive report on the legislation, policies, procedure, and program of the United States Government for carrying on exchanges of publications with the other American republics and with institutions in those republics, and for facilitating such exchanges on the part of non-governmental institutions in the United States. The report shall be comprehensive and thorough in character; shall include an evaluation of the existing facilities, procedures, policies, and programs of the governments with respect to their effectiveness in developing the research resources of the United States, in aiding in the development of research resources of the other American republics, and in contributing to the program of cultural relations with the other American republics; and shall make recommendations for their improvement."

This report is the result of a survey made within the framework of these instructions. It is necessary to clarify the use of a few terms, to make a few limitations, and to point out the methods used in focusing attention on exchange with Latin America.

The commanding noun in the title of this study is "exchange," defined in Webster's New International Dictionary as the "act of giving or taking one thing in return for another regarded as equivalent." Differing practices might well rest upon the definition. The agency furnishing books on exchange may expect an equal number of books in return, or books of equal intrinsic value, or books so hard to obtain that they assume an equal value to the agency, whatever their intrinsic value. The equivalent return may not be in books, but in services, or, the equivalent need not be returned immediately, but may be expected a year, a decade or a generation hence. This survey has taken a rather narrow interpretation and has regarded as exchange only those operations designed to provide an almost immediate return in printed or "processed" materials or materials used in lieu of these, such as microfilm. It has not considered, however, that exchanges must produce returns of exact economic value; indeed such values are often impossible to ascertain.

In the foregoing pages three types of governmental exchange programs have been identified. There is first the program which aims to deposit in each foreign capital one set -- complete or partial -- of United States official documents, and to receive in return foreign documents for the Library of Congress. This program has been carried on under the Brussels Conventions, under informal agreements and under bilateral treaties. Such exchange is often referred to as "official," to differentiate it from "non-official" exchange carried on by governmental departments and bureaus. These seem equivocal terms for governmental programs. This report will, therefore, hereafter refer to the "official," depository exchanges as "treaty" exchanges, because they are controlled, in spirit if not always in fact, by multilateral or bilateral treaties. Exchanges arranged by any agency of the government primarily to serve the needs of that agency will be referred to as "departmental" exchanges. The third type of program has been created to serve the needs of United States foreign policy. Thus far only the Hispanic Exchange Section serves these needs. This type of exchange will be referred to as "cultural," since it is a part of the government's cultural relations program.

All programs operated outside of the federal government will be referred to here as "non-governmental," in spite of the fact that agencies of the state governments are thus included in the term.

It may be wise to point out that this study does not deal with exchanges of publications within this country. Domestic and international exchange are, of course, closely related in method and purpose, but the international exchange of publications forms a natural area of study. At points where domestic exchange is mentioned or discussed, it will be so identified.

The terms of the survey confine it to the study of exchanges with the other American republics. In order to provide the

background for an understanding of exchange within this area, it is necessary to review the history of all exchanges. The same conditions and the same types of agreements have produced exchange programs with Europe, Asia and Latin America. The same machinery is used for all international exchanges. It is, in fact, always difficult and sometimes impossible to determine the extent of exchange with any particular country or region. The records of exchange units are not so detailed as to permit this.

The description of present practices has, however, been based upon Latin American exchanges. A chapter is given to the effect of Latin American economic, educational, and bibliographical conditions and practices which affect the extent and the desirability of exchange with those countries. The conclusions and recommendations of the last chapter are, in large part, applicable to all international exchange, but the special conditions existing in Latin America have made desirable certain recommendations concerning only that area.

Chapter One

THE DEVELOPMENT OF EXCHANGE

International exchange of publications by United States governmental bodies developed on the pattern established by European universities and libraries and by American learned societies. The first example of exchange which seems significant to modern development was that established in 1694 by the Royal Library of France. Louis XIV authorized exchanges of duplicates for books printed in foreign countries, and such exchanges continued at least until 1697, when 149 Chinese books were received.[1] In the 1740's European libraries established a commercium literarium in order to exchange their own publications,[2] and in 1817 there was founded in Marburg the German "Akademischer Tauschverein" which drew into its orbit not only German universities but those of Sweden, Switzerland, Belgium and the Netherlands.[3] In our own country, the American Philosophical Society of Philadelphia and the American Academy of Arts and Sciences in Boston began early in the nineteenth century to exchange their works for those of European learned societies.[4]

It remained for Alexandre Vattemare to stir governmental officials to the enthusiasm necessary to effect exchanges of government publications. M. Vattemare, famous French magician, sleight-of-hand expert and court performer, was never a serious artist, but he was a most serious man of the world. As he wandered through Europe he visited the rich libraries and museums in all the great cities. He pondered on the profusion of the duplicate books, art works and scientific specimens lying in the storage rooms of those institutions, and he became a man with a mission. The mission was to cause him to neglect his profession for thirty years while he devoted himself to a great plan for enlightening the world.[5] He had, in the 1820's, become convinced that culture, good will and peace could be disseminated through exchange of the duplicates stored in the various libraries and museums in Europe. From 1830 to 1839 he worked unceasingly to arrange for such exchanges between the institutions of Europe, and by 1839 he was convinced that his plan should be adopted also by American institutions. Arriving in this

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1. Boehmer, George H., "History of the Smithsonian Exchanges," p. 703.
2. Bring, Samuel E., The International Exchange Relations, p. 1.
3. Ibid., p. 2.
4. Boehmer, op. cit., p. 703.
5. The most complete account of Vattemare's efforts is found in Richards, Elizabeth, Alexander Vattemare.

country, he addressed himself with great eloquence to the Congress of the United States, to the legislatures of a number of states, and to private institutions. He found such a lack of cultural institutions, that in various cities he launched campaigns for public libraries, campaigns which were to have lasting effect upon American library history.[1] Various state governments and municipalities adopted his exchange plan for their state institutions, but it was upon the Congress that he placed greatest reliance.

In a memorial addressed to the House of Representatives on December 10, 1839, Vattemare argued that, "Of all the countries in the world, America will have the most to gain in entering into this plan. The libraries of Europe, splendid, copious, rich, have been the slow accumulation of nearly four centuries."[2] The Committee on the Library was sufficiently moved to recommend that Congress enter into the proposed arrangement, pointing out that several hundred volumes of public documents then on hand might well be distributed among free governments. Even in 1840 the Committee was aware that ". . .in this department of publications, we probably exceed most foreign nations."[3]

Senator Benton came to the support of the resolution and on July 20, 1840 a "Joint Resolution for the Exchange of Public Documents for Foreign Publications" was passed. This authorized the exchange of duplicates from the Library of Congress and the exchange of governmental documents; fifty copies of each were thereafter to be printed and bound for the purpose of exchange in foreign countries.[4]

As a result of the resolution of July 20, Vattemare left Washington with some 700 volumes of Congressional documents and shortly the Library Committee received proposals for the exchange of their documents from the governments of Württemberg, Portugal, Belgium, France, and Great Britain. But Vattemare had not at that time created the machinery for the arranging of exchanges, and since the Committee did not appoint agents to initiate such exchanges, the effect of this first effort was apparently restricted almost entirely to documents received from the French government.[5]

Between 1840 and 1848 little action was taken, much to the concern of Vattemare, who then returned to this country ready to reassume his role as instigator of exchanges and to act himself as an

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1. Cf. Wadlin, Horace G., The Public Library of the City of Boston, pp. 16-18.
2. Richards, op. cit., p. 108.
3. Johnston, William D., History of the Library of Congress, p. 255.
4. United States Statutes at Large 5:409.
5. Johnston, op. cit., p. 257.

agent to see that such exchanges were completed. Vattemare's second memorial to the Congress argued, with fervor and impressive examples, that ". . .the most direct, easy, and certain work of effecting the object in view was to establish and organize a general international agency for the exclusive purpose of conducting scientific-literary exchanges, between the governments, legislatures, and municipal and scientific bodies."[1] It suggested also the revision of the copyright law to provide the government with a number of copies of all printed works to be used for exchange.[2] The first suggestion was acceptable to the Congress; the second was not. On June 26, 1848, Congress enacted a law authorizing the Joint Committee on the Library to appoint agents to carry into effect the donation and exchange of documents. The books received through such agents were to be placed at the disposal of the government of the United States, any government of a state, any department of the government, the Academy at West Point, or the National Institute at Annapolis. Two thousand dollars was appropriated for the use of such an agency.[3]

At this point, it becomes clear that Vattemare's dream of exchanging vast quantities of duplicates was not what moved Congress to action. Congressional interest was in current foreign documents. This interest in current materials was then and afterwards to be emphasized almost to the exclusion of duplicate exchange by governmental agencies. The reasons lay partly in the difficulty of organizing and listing duplicates for exchange, but mostly in the need that Congress felt for current rather than retrospective information on the foreign governments. This emphasis on the obtaining of sets of current foreign documents for the use of Congress eventually led to a program then and now rather sharply differentiated from other exchange programs. This is often referred to as "official exchange," but the term "treaty exchange" is used here because this program is now controlled in fact or in spirit by multilateral or bilateral agreements having the force of treaties.

Treaty Exchanges

There are other exchange programs carried on by the governmental agencies, but none are so clear as to intent, so conspicuously provided for by legislation, and so consistently developed, as is the treaty exchange program. Since 1867, two institutions have been exclusively responsible for the development of this program. These have been the Smithsonian Institution, through which the exchanges are handled, and the Library of Congress which serves as the

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1. Richards, op. cit., p. 121.
2. Ibid., p. 122.
3. United States Statutes at Large 9:240.

depository for documents received. It is convenient to trace the development of this single program before indicating the development of other governmental exchange programs.

The second attempt to obtain documents of foreign nations through Vattemare was not altogether a failure, for Canada, Spain, Liberia, Bavaria, Russia, Switzerland, Sardinia, and Great Britain offered their documents as exchanges or as gifts.[1] But Vattemare could not organize as he could inspire. In 1852 Congress expressed its dissatisfaction because he had not delivered complete sets of documents but had succeeded in upsetting the former agreement with France.[2] Hence, on August 31, a last appropriation of $2,000 was voted for such agents and the act of 1848 was repealed.[3]

For the next fifteen years no satisfactory method of obtaining foreign documents was discovered. The Library of Congress was apparently unable to resolve the chaos, for in 1857 Congress assigned the responsibility for such exchanges to the Department of State.[4] By 1867, however, the pattern which was to continue to the present was established by a joint resolution. This provided 50 copies of all documents for the Joint Committee on the Library to be exchanged ". . .through the agency of the Smithsonian Institution for such works published in foreign countries and especially by foreign governments, as may be determined by said committee an equivalent; said works to be deposited in the Library of Congress."[5] In the next session, the Congress remedied its failure to order the 50 copies of documents to be printed, and specified that they should be printed when ". . .so directed by the Joint Committee on the Library."[6]

The Smithsonian had, by 1867, gained valuable experience as an exchange agency, and Joseph Henry, first great secretary of the Smithsonian Institution, immediately took action to assure the intent of Congress. Letters went from the Smithsonian through the Department of State to American representatives abroad, asking whether the appropriate government offices would be interested in establishing formal exchange relations with the United States.[7] The replies were unanimously favorable. Shipments, however, did not begin until 1873, because of the lack of funds for shipping.[8]

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1. Johnston, op. cit., p. 264.
2. Ibid., pp. 264-5.
3. United States Statutes at Large 10:77.
4. Ibid., 11:253.
5. Ibid., 14:573.
6. Ibid., 15:260.
7. Smithsonian Institution, Annual Report, 1868, p. 40.
8. True, Webster P., The Smithsonian Institution, p. 54.

In the meantime the Smithsonian took the initiative where it could. In 1868 it helped to gather and ship to Norway and to Belgium federal and state documents requested by those countries.[1] In 1875 an international geographical congress held in Paris recommended the adoption of a uniform system of exchanging the literary and scientific publications of all nations. The Smithsonian promptly reported this fact to the Secretary of State and was designated as the intermediary of the United States in carrying out the recommendation.[2] It acted this role so well that, after discussion at three conferences in Brussels in 1877, 1880 and 1883, the delegates formulated the Brussels Conventions providing for the establishing of exchange bureaus remarkably similar to the Smithsonian's.[3] The conventions were formally adopted in 1886.[4]

In 1895, in legislation dealing with the printing and disposal of bound copies of House and Senate documents, it was provided that 50 "bound copies go to the Library of Congress for international exchange."[5] In 1901 the Congress passed a "Joint resolution to regulate the distribution of public documents to the Library of Congress for its own use and for international exchange." This provided that all governmental publications, whether or not published at the Government Printing Office, be deposited in 62 copies in the Library. This number, it was ordered, could be enlarged to 100 copies at the request of the Librarian.[6]

The next legislation was an act to amend the act of 1895. This was passed in 1925, and provided 125 copies of all documents in lieu of the 100 formerly provided.[7]

None of the acts of 1895, 1901 or 1925 limited the methods of using such documents, as long as they were used for international exchange. In 1936 the most recent act (to be discussed in chapter two) was passed, repealing the resolution of 1901 and the act of 1925, and again providing 125 copies of all documents for international exchange, to be shipped through the Smithsonian Institution. The Library of Congress was furnished an additional 25 copies for its own use.[8]

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1. Smithsonian Institution, Annual Report, 1868, p. 39.
2. Smithsonian Institution, The Smithsonian Institution, v. 1, p. 896.
3. Smithsonian Institution, Annual Report, 1883, pp. 120-49.
4. The text of these conventions is contained in the appendix to this report.
5. United States Statutes at Large 28:608-9.
6. Ibid., 31:1464-65.
7. Ibid., 43:1106 (Ch. 421, Sec. 7)
8. United States Code (1946 ed.) 44:139 and 139a.

The partnership of the Smithsonian and the Library of Congress has been consistently harmonious in developing treaty exchanges and Congress has continued to use both institutions. However, the activities of the two institutions have altered. Joseph Henry had gone to England to initiate exchanges in 1870, and later the Smithsonian had sent at least two other representatives abroad.[1] The Brussels Conventions of 1886 had emphasized the limitation of exchange bureaus to the transmitting of publications for learned societies and similar bodies (though it had not limited the bureaus to such action in governmental exchanges). Meanwhile the Library of Congress, feeling its national responsibilities growing, became more and more concerned that it have at hand collections of foreign documents. After 1900 it was clear that the Library of Congress would assume the initiative in carrying out the direction of Congress for the arranging of the treaty exchanges.

Departmental Programs

The official treaty exchanges traced above make up a separate program and an impressive part of all governmental exchanges. However, multitudinous other programs have grown up, with less formality, but with as good reason for growth as had the treaty exchange program. These programs, initiated to meet the needs of the various agencies of the government, are referred to here as departmental exchanges. The development of the treaty exchange program is clearly marked by legislation; this is not true of the departmental programs. Since most of them remain dependent in part on Smithsonian activities, the best approach to their development seems to be through a review of Smithsonian exchanges and exchange services.

The Smithsonian, founded in 1846, in 1848 produced its first publication, and with it began distribution of all of its publications to learned bodies around the world.[2] The development of these exchanges was so rapid that by 1850, Joseph Henry could report that "Most of the distinguished foreign literary and scientific societies have placed the Institution on their list of exchange."[3] As the Smithsonian developed these exchanges, and found them of great value, it became aware of the need of other institutions for such services. It therefore announced that it would, so far as possible, ship and receive the exchanges of other governmental and non-governmental agencies, and by 1851 a number of agencies had begun using this free

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1. Smithsonian Institution, Annual Report, 1900, pp. 32-33.
2. Goode, George B., The Smithsonian Institution, 1836-1896, p. 399.
3. Smithsonian Institution, Annual Report, 1850, p. 10.

Smithsonian service.[1] In 1852, Spencer F. Baird, assistant secretary, could say, "1852 has given gratifying evidence of the efficiency of the system of foreign exchanges. . . .The undertaking on the part of the Smithsonian Institution to receive parcels from the various societies in the United States, and distribute them to its agents in Europe, and to receive their foreign exchanges in return, has been found productive of the happiest results."[2]

The productivity of exchange was confirmed by Joseph Henry, who reported that 4,744 articles, more than three times the receipts of all previous years, had come in on exchange during 1852.[3]

The bad odor left by Vattemare's failure to return sufficient receipts to the government for the exchanges it sent through him, caused the Smithsonian to point out in its report of 1853 that their system of exchange bore "no connexion with that established between national governments by Mr. Vattemare."[4]

The expense of carrying the load of international exchanges began, after the first few years, to press the Smithsonian. In order to reduce the cost, an appeal was addressed to several leading steamship companies in 1855, asking for reduced rates for freight shipments.[5] The appeal was highly successful, and until 1900 the Smithsonian received special rates or free shipment from these companies, though such shipments were slow.[6]

The Smithsonian succeeded, too, in arranging for duty-free admittance of its exchange materials to most foreign countries. This not only helped to cut the cost, but speeded delivery of its shipments.[7]

The cost of the service to the Smithsonian was due in part to the type of service it was giving. Not only did it publish annual lists of the institutions suitable as recipients for American publications, but in some cases it made the selection of recipients for American institutions unable to make such selection.[8] Through the 1850's exchanges for the Smithsonian itself, and those destined for other institutions, continued to increase. In the early 1860's it was

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1. Smithsonian Institution, Annual Report, 1851, p. 16.
2. Ibid., 1852, p. 46.
3. Ibid., p. 20.
4. Ibid., 1853, p. 210.
5. Boehmer, George H., "History of the Smithsonian Exchanges" p. 719.
6. Smithsonian Institution, Annual Report, 1900, p. 74.
7. Ibid., 1868, p. 40.
8. Ibid., 1857, p. 44.

apparent that the Smithsonian collection, largely built through exchange, was becoming too extensive and expensive for the Smithsonian to handle. Since Congress in 1864 had provided for the enlargement of its own library, arrangements were made to deposit the Smithsonian collection there.[1] This transfer actually took place in 1866.[2]

Congressional action in establishing the Smithsonian as its official exchange agency in 1867 carried with it no appropriation. In 1881, however, the first appropriation of three thousand dollars was made to provide part of the cost.[3]

The adoption of the Brussels Conventions marks a climax in Smithsonian activities in this field. Up to that time the Smithsonian had been a semi-official agency. It had, with the proceeds from its endowment, built up its own exchanges, carried those of a great many governmental agencies, and encouraged exchanges by private individuals and institutions by shipping and receiving their printed materials. It had, by the act of 1867, become the official agency named by Congress for the carrying of document exchanges. Now, with the acceptance of the Brussels Conventions by the United States, Smithsonian became an official exchange agency for departmental and private exchanges as well. Its change in status was recognized by an increase in Congressional appropriation, and from 1882 Congress assumed all but a minor part of its costs.[4]

Thus, the pattern for which the Smithsonian was so much responsible became the official pattern of the government. The history of the Smithsonian as a pioneer and an initiator of exchanges was closed. It has, since receiving sufficient Congressional support in 1900, used fast rather than slow freight, but it was not until 1941 that it was able to make shipments entirely by mail to all countries in Latin America,[5] and it has not yet been able to extend mail shipments to other parts of the world.

Although the Smithsonian continued to play a somewhat less active role in initiating exchanges after 1890, its shipments continued to grow. In 1852, 9,885 pounds had been handled, including both materials received from abroad and shipments made abroad. By 1860, the weight was 20,029 pounds; in 1880, 60,300; in 1900, 409,991; in 1913, 566,985; in 1928, 621,373; in 1938, 719,694; in 1948,

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1. Library of Congress, Report, 1898, p. 67.
2. Ibid., p. 71.
3. Smithsonian Institution, Annual Report, 1881, p. 33.
4. Ibid., 1886, p. 1, p. 101.
5. Ibid., 1938, p. 57; 1941, p. 69.

812,189. During all of its history, the Smithsonian has handled shipments from both governmental offices and private institutions. There are no early records of the percentage of shipments which were governmental, but in 1900, "more than half" were governmental.[1] Since 1920, the average has varied from 48 to 60 percent.[2] This includes both treaty and departmental exchange materials.

Because of its central position and because exchanges of its own publications are so typical, the history of the Smithsonian exchange bureau is a large part of the history of all governmental exchange. But the growth of Smithsonian services is partly a result, as well as a cause, of exchanges by other agencies of the government.

Among the agencies which have developed large international exchange programs are the Library of Congress, the Library of the Department of Agriculture, the Army Medical Library, the Bureau of Standards, the Patent Office, the Weather Bureau, the Office of International Trade, the Treasury Department, the Federal Reserve Board, the Bureau of the Census, and the Department of Commerce. The list of agencies engaging in some form of international exchange runs to at least fifty.

The Library of Congress--the recipient of all treaty exchanges--has also developed the most extensive departmental exchange program. The Library's own exchange program is given slight mention in its reports until after 1900, when the Library became more and more concerned with it. The reports of the Division of Documents, organized in 1900,[3] show a steady growth in the amount of exchange. In 1908 it was reported that under normal conditions the number of volumes and pamphlets received annually from foreign governments would amount to about 7,000. From that point on, exchange receipts continued to grow, but the growth was paced by additions to the Smithsonian Deposit. As late as 1930 more than one-third of all material added to the Library was accounted for by additions to that special collection. By 1936, however, the Library was receiving nearly 47,000 pieces, only 5,500 of which came as a part of the Smithsonian Deposit. World War II saw a sharp drop in receipts; in 1942 only 12,700 pieces were received. The change in the method of recording statistics in 1944, while providing a better picture of the flow of materials through the processing units, makes comparison of receipts difficult. The 1948 report

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1. Smithsonian Institution, Annual Report, 1900, p. 31.
2. Statistics drawn from Smithsonian Institution Annual Reports, 1920-1948.
3. Library of Congress, Report, 1901, p. 253.

records that 486,000 pieces of material were received on international exchange.[1]

The Library of Congress has had greater need for exchange and greater resources for developing it than other federal libraries. It has its own publications to offer, its duplicate collection, and 150 sets of governmental documents provided by Congress (125 of these earmarked exclusively for exchange with other governments). It has thus made exchange agreements with a wide range of official bodies, learned societies, universities and national libraries abroad, and has been limited more by the cost of arranging exchanges and processing materials than by lack of titles to offer.

Other departmental exchange programs of the government closely resemble that of the Library of Congress except that they range less widely and cover their subject areas more intensively. The earlier records of the Smithsonian Institution show the very active state of the exchange programs of various agencies -- for the most part, the same agencies which are active at present. In the '80's and '90's such agencies as the Surgeon General's Office, the Geological Survey, the Department of Agriculture and the Patent Office were usually receiving more on exchange through Smithsonian than was the Library of Congress.[2]

As the government has grown in size and complexity, the proliferation of agencies has intensified the need for information from all sources and brought a corresponding increase in library development. The libraries have been assigned the responsibility for building highly specialized collections. Such collections can be built and maintained only if all sources of information in their fields are thoroughly exploited. Hence, many libraries have thus resorted to international exchange to obtain foreign publications.

The effect of library development on departmental exchanges is illustrated in the Department of Agriculture. That department was active in the field during the middle years of the last century, but by 1881 the Smithsonian reports an interruption of the Department of Agriculture's exchange during the past few years, the consequent loss to its collection and the determination of the new commissioner to resume exchange on a broader scale.[3] That department's library began to develop as a research institution during the

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1. Statistics drawn from reports of the Division of Documents, the Law Library and the Exchange and Gift Division in Library of Congress Reports, 1900-1948.
2. Smithsonian Institution, Annual Report, 1888, p. 107, and later Reports.
3. Ibid., 1881, p. 33.

'90's. At that time the librarian, William P. Cutter, began the noted series of bibliographies, placed the library in a more favorable position, and established exchange relations with scientific institutions all over the world.[1] During the last three decades, Department of Agriculture librarians have been able to report that three-fourths of the accessions are received on exchange and gift.[2] Foreign serials are specifically attributed in great part to effective exchange.

As these departmental programs have developed, there have been a great many variations in them, but they are fundamentally similar. They all depend almost entirely upon the current publications of their departments. Almost all exchanges are continuous and automatic, though not so automatic as librarians could wish. Mailing lists are built up by inclusion of comparable departments in the foreign governments, by adding university and national libraries and learned societies specializing in the same fields, and--to a considerable extent--by personal contact of American officials abroad or foreign officials in this country. The bulk of the publications are sent through the Smithsonian Institution. There are three other methods of shipment: through the diplomatic pouch (which can take care only of urgent or special cases), mail shipments with the use of the frank to Latin American countries--with the exception of Argentina and Brazil, and straight mail (usually to European countries) with postage paid by the department. The payment of postage is justified by some departments whose mailing lists are small, and who feel that recipients should not have to wait for freight shipments through the Smithsonian. At periods when Smithsonian funds have been exhausted, some libraries have paid shipping costs rather than let shipments wait.

It is difficult to estimate the percentage of out-going exchanges carried by Smithsonian, but inquiries of departmental units lead to the conclusion that it is at least 60 and perhaps as high as 75 percent. A far lower percentage of receipts from abroad come through Smithsonian. Most of the departments report that they get no more than 15 to 20 percent of receipts, and many of them report almost nothing, through that channel. This is because there are no exchange bureaus in some countries (none that are effective, for example, in Latin America), none of the foreign bureaus have been as consistently supported as has the Smithsonian, the quantity of material from many foreign institutions is sufficiently small that they can afford to pay postal charges, and most Latin American

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1. "William Parker Cutter", p. 245.
2. Department of Agriculture, Report of the Librarian, 1929, p. 7; 1939, p. 2; 1940, p. 2.

official institutions can use the frank as can United States official agencies.[1]

One of the pieces of evidence largely lacking in this study is the extent to which present collections are the results of international exchange. A few isolated instances can be cited, however. For example, as early as 1854, Joseph Henry evaluated the year's exchange receipts for the Smithsonian library at $3,000,[2] in an era when the dollar had a higher value than it has today. This Smithsonian collection, now in the Library of Congress, by 1940 consisted of 566,554 volumes, pamphlets and charts,[3] entirely the results of exchange. In 1948, Dan M. Lacy recalled that "The system of scientific exchanges initiated by Joseph Henry has been in operation for almost exactly a century and has assembled. . .an unparalleled collection recording the advance of science in all its aspects throughout the world."[4]

While this is perhaps the most concrete example of the results of international exchange, nevertheless, the Army Medical Library and the Department of Agriculture Library can in some sense substantiate the value of exchange. The extensive collections of European theses in the Army Medical Library were built entirely through exchange. The great librarian, Dr. Billings, "By means of exchanges. . .obtained many rare desiderata and filled many lacunae."[5] As for the Library of the Department of Agriculture, the librarian in the 1909 reports states, ". . .it is certain that the number of publications received on foreign exchange is very large and that the publications themselves form a most valuable part of the Library."[6] This collection was defined in 1948 in a study of library resources as "the largest agricultural collection in the world, containing approximately 750,000 volumes." The study recognized the place of exchange in building this collection which includes "as much of the material that has been published as appropriations and exchange relations permit."[7] The extent to which acquisitions from Latin America are the result of departmental exchange will be discussed in chapter three.

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1. Smithsonian Institution, Annual Report, 1938, p. 57; 1940, p. 69.
2. Ibid., 1854, p. 20.
3. Library of Congress, Report, 1940, p. 217.
4. Lacy, Dan, "International Cultural Cooperation", p. 418.
5. Hume, Edgar E., The Centennial of the World's Largest Medical Library, p. 256.
6. Department of Agriculture, Report of the Librarian, 1909, p. 11.
7. Library of Congress, Library and Reference Facilities, p. 1.

Recent Developments

Such is the development of the programs of treaty and departmental exchanges. Both grew out of nineteenth century needs, adopted nineteenth century machinery, and have continued without much change either in method or importance for almost a hundred years. The swift movement of the twentieth century is not, however, without its effect upon exchange, as upon every other institution. Since the twentieth century has stressed not only the speed but the amount of communication between countries, exchange has been considered as one of the channels through which an increased amount of information might flow. It is now being used in two ways to accomplish that, and a new era for exchange may be indicated in events of the past few years.

First, it has been found that this government, in order to establish sound policy and provide maximum security, needs a better coverage of foreign publications than it has ever had in the past. The situation has been stated thus: "With the experience of World War II now behind it, this government has been forced to the conclusion that its former procurement techniques were inadequate. This inadequacy was amply demonstrated by the dearth of vital foreign research materials at Washington's disposal at the outset of the war. Moreover, during the period of hostilities, not only the normal commercial channels, but also the exchanges were in a chaotic state. The burden of federal procurement throughout the war, therefore, was placed upon two principal sources of supply--the foreign service and an interdepartmental committee created for the express purpose of acquiring foreign publications. Between them, these sources secured thousands of foreign titles ranging from the daily press and vital periodical literature to maps, charts, statistical yearbooks, and other materials necessary to the conduct of the public business in wartime."[1]

After the war, the needs of the government continued and dictated the creation of a new program to supply the necessary materials. Responsibility fell to the Department of State, and that Department, through its Division of Acquisition and Distribution, has engaged in intensive acquisition efforts. Its methods have been described thus: "The Department of State decided that its new responsibility in the whole acquisitions program was clear and determined to allot to the foreign service (at first through the medium of the Foreign Service Auxiliary) a certain number of full time, technically-trained officers to be stationed at the principal publishing centers of the world or in those areas from which library materials were most sorely needed."[2]

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1. Humphrey, Richard A., "The Department of State and the Acquisition of Research Materials of Foreign Origin," p. 99.
2. Ibid., p. 101.

These procurement officers supplement the normal commercial and exchange channels not only for the Department of State but for other governmental agencies. In doing this, they find exchange a valuable and economical way of obtaining much of the material. These officers act in response to blanket instructions or specific requests from the governmental agencies, and make exchange arrangements wherever it is possible to do so. They are at hand to check on the failure of any foreign institution to follow up on exchange agreements. This is particularly important to the Library of Congress, with its responsibility for treaty exchanges. The procurement officers have succeeded in turning up much material the existence of which was not known in this country.

The second use which has been found for exchange in recent years is in support of the foreign policy of the government by placing books from this country in places abroad where they will contribute to the cultural and informational program on which our government has embarked. The exchanges resulting from such activities are and should be clearly differentiated. This report will refer to this third type of exchange as "cultural", to distinguish from treaty and departmental exchanges.

As early as 1901, this government recognized exchange as a means of cementing hemispheric solidarity. In that year a convention, adopted at the Second International Conference of American States in Mexico City, provided that each government undertake to exchange all official documents and a collection of all works on history, statistics, and geography with each of the other nations.[1] The proposal was scarcely realistic, and the convention was never put into effect.[2] At the Fifth International Conference in 1923, the Seventh in 1933, the Inter-American Conference for the Maintenance of the Peace in 1936 and the Eighth International Conference in 1938, exchange of books between governments was commended.[3] No country has put these conventions fully into effect, but the foreign policy of the United States as it applies to Latin America has been influenced by the fact and spirit of these declarations.

A presidential order in 1938 created, under the Department of State, the Interdepartmental Committee for Cooperation with the

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1. Carnegie Endowment for International Peace, International Conferences, 1889-1928, pp. 74-76.
2. Library of Congress, Report, 1943, p. 143.
3. Carnegie Endowment for International Peace, op. cit., 1889-1928 and First Supplement, 1933-1940.

American Republics[1] (after 1944 known as the Interdepartmental Committee on Scientific & Cultural Cooperation). In 1939 Congress authorized the Department to carry out in the western hemisphere the reciprocal exchanges of skills, techniques and knowledge between the Americas, mutually agreed upon at the 1936 Conference at Buenos Aires and the 1938 Conference at Lima.[2] Under this authority the Committee has thus far supported cultural exchanges in three ways: it has, from 1942 to the present, financed the program of the Hispanic Exchange Section in the Exchange and Gift Division of the Library of Congress,[3] it provided the Smithsonian with $500 in 1941, $500 in 1942 and $1500 in 1943 to speed exchange shipments to Argentina and Brazil,[4] and it has sought means of coordinating and increasing exchange. This third activity led, in 1948, to consideration of the need for a United States Exchange Office, and in 1949 to the support of this present survey and report.

Congressional approval of the Information and Educational Exchange Act of 1948 provides specifically for exchange of printed materials, though funds have not yet been provided for action in this field outside of the western hemisphere. Exchange, therefore, seems to have reached a new stage of development. It is favored as one of the instruments in a cultural relations program, and as that program is enlarged, the techniques of exchange may become more and more valuable in effectuating the foreign policy. It is apparent also that the intensive efforts being made to collect foreign publications mean that exchange is assuming new importance.

Exchange has been built up largely by libraries and will continue to function regardless of other uses made of it. It is a very healthy relict of the nineteenth century. The question is whether there is reasonable expectation that the present machinery, methods, and resources of exchange are serving the twentieth century needs of the government effectively, and whether modifications can produce a more effective instrument for serving both old and new needs.

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1. Deming, Olcott H., "A Laboratory of International Cooperation," pp. 1-2.
2. Allbee, Lewis, Education as an Implement of U. S. Foreign Policy, pp. 69-70.
3. Library of Congress. Office of Cooperative Studies, S. C. C. Review Papers, pp. 22-30.
4. Smithsonian Institution, Annual Report, 1941, p. 69.

Chapter Two

THE BASES OF EXCHANGE PROGRAMS

Legislation

In studying the legal questions involved in this survey, it is necessary to consider first the domestic legislation on which the programs are directly built; second, the domestic legislation affecting their operations; and third, the international agreements and conventions to which the United States is a party.

Congress has taken pains that there should, in the past 100 years, be clear and continuous provision for treaty exchanges with other nations. This legislation has been traced in chapter one. The legislation now controlling treaty exchanges was included in an act relating to the public printing, binding, and distribution of public documents in 1936. The text of the relevant section of that act is included in the appendix of this report.

The act of 1936 raised the number of copies of official documents available to the Library of Congress for international exchange to 125 and provided 25 copies to the Library for its own use.[1] The treaty exchange program had, previous to 1936, been controlled by a joint resolution of 1901 and by an Act of 1925. The former had provided up to 100 copies of all documents to the Library "for its own use or for international exchange,"[2] and the 1925 act increased the number of copies available to the Library to 125 to be used "for its own use and for international exchange."[3] The 1936 act was, therefore, more generous in its provision for a total of 150 copies for the Library, but the act was otherwise the most restrictive which Congress had passed.

The 1936 act added the following restrictions to the use of the 125 copies of documents available to the Library for international exchange: 1) it specifically assigned these "for the purpose of more fully carrying into effect the provisions of the convention concluded at Brussels on March 15, 1886," 2) it specifically provided "for distribution, through the Smithsonian Institution," and 3) it provided that these should go "to such foreign governments as may agree to send to the United States similar publications of their governments for delivery to the Library of Congress."

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1. United States Code 44:139 and 139a. Text of this act included in the appendix.
2. United States Statutes-at-Large 31:1464-65.
3. Ibid., 43:1106.

To call these provisions restrictive is not to imply that they changed the operations of the treaty program in any way, nor that they have, since 1936, interfered with effective operation of the program. However, it is apparent that under this law the treaty program can have little flexibility and that the provisions of the law could easily become highly restrictive. To cite certain possibilities: The Library of Congress is alloted 25 copies of the documents for its own use. These it may use for international exchange with private institutions, but the 125 it can use only for exchange with foreign governments. It may, in the future, be highly desirable to expand exchanges with private institutions, but the law allows only 25 copies for such use.

Again, it might be to the national interest for the Library to arrange for the importation of more than one copy of certain foreign documents, the additional sets to be deposited in non-governmental libraries, to supplement the Library of Congress collections. While the present law does not forbid the receipt of multiple copies nor their deposit in other places than the Library of Congress, neither does it make provision for placing duplicates elsewhere. It should be made certain that a revised law permits the placing of sets of documents in other libraries.

Again, the provision that shipment be made through the Smithsonian Institution could be restrictive if it were determined that greater effectiveness would result from speedy shipment of certain titles by air express directly from the Government Printing Office. These possibilities will be considered in the concluding chapter.

Treaty exchanges have always been restricted to the use of official publications of the governments. The possibility of the inclusion of other types of materials has been considered at various times. Indeed, the conferences which led to the Brussels Conventions were chiefly concerned with the scope of the exchanges, and suggestions were made that a much wider range of material be included. It was, however, decided to limit the exchanges as specifically as possible.[1] This has been the consensus of other meetings. Since the various American republics have not lived up to the various conventions providing for interchange of a wide range of publications, the present restriction of treaty exchanges to official documents seems sensible.

It has been mentioned that departmental exchange programs developed without specific legislation, but under the authority vested in the various departments, bureaus and agencies by their enabling

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1. Brummel, L., "Les Principes des Échanges de Documents", pp. 53-54.

legislation. There is one exception to this, for the Department of Agriculture Library was, in 1915, specifically authorized by Congress to carry on exchange.[1] This authority was repealed by the 81st Congress in passage of the Federal Property and Administrative Services Act of 1949 (Public Law 152).[2] Clarification of that act had, however, been made in the following manner: "This subsection [201c] authorizes executive agencies to exchange or sell personal property and apply the trade-in allowance or proceeds of sale in whole or part payment for property acquired. This is an expansion of authority given under a number of existing statues [sic] to specific agencies or with respect to specific types of property. While these statutes are repealed. . ., the language here is intended to be sufficiently braod to preserve all such existing authority. For example, the Department of Agriculture may continue, subject, of course, to any regulations of the Administrator, to exchange publications without monetary appraisal or detailed listing as it has done in the past under that portion of the act. . .which is repealed."[3] The adequacy of present provisions for departmental programs for present operations seems unquestionable.[4] It would therefore appear that only if a general over-hauling of departmental methods or consolidation of departmental exchange functions seems necessary will any legislation affecting them be involved. This report will make no recommendation for such over-all changes.

The only remaining domestic legislation on which exchange programs are based are the two acts providing for cultural exchange. The first act, passed by Congress in 1939, authorizes the use of all services of the government in carrying out the terms of the "treaties, resolutions, declarations and recommendations signed by all of the twenty-one American republics at the Inter-American Conference for the Maintenance of Peace held at Buenos Aires, Argentina, in 1936, and at the Eighth International Conference of American States held at Lima, Peru, in 1938."[5]

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1. United States Code 5:548.
2. Public Law 152, 81st Congress, Title V, Sec. 502a (14).
3. U. S. General Services Administration, Federal Property, pp. 19-20.
4. Ralph R. Shaw, Librarian of the Department of Agriculture points out: "Public Law 152 deals with disposition of materials no longer needed. We had the Committee report and the debate on the floor clarify the intent so as to make it quite clear that it would not include new publications, but merely would cover the disposition of duplicates no longer needed -- even that latter was modified so that we do not believe now that we require clearance from anyone." Letter to the author, dated Jan. 11, 1950.
5. United States Code 22:501. References to all of the actions of the two conferences pertinent to exchange are included in the appendix to this report.

The Information and Educational Exchange Act of 1948 (Public Law 402), passed by the 80th Congress, authorizes extension of cultural relations programs to all areas of the world and specifically includes exchange of printed materials. Section 202 of that law states: "The Secretary of State is authorized to provide for interchanges between the United States and other countries of books and periodicals, including government publications, for the translations of such writings, and for the preparation, distribution, and interchange of other educational materials."[1]

It has been noted in chapter one that the Hispanic Exchange Section of the Library of Congress has been granted funds, through recommendation by the Interdepartmental Committee on Scientific and Cultural Cooperation, to help in carrying out the 1939 act. Similar activities could, under the 1948 act, be extended to other parts of the world. Since the law does not limit the methods to be used in putting such interchange into effect, nor restrict its application geographically, nor insist on rigid measure of the value of receipts, it seems clear that cultural exchange programs are already well provided for in law.

Turning now to domestic legislation indirectly affecting international exchange, we find four acts to consider. These acts do not concern every exchange unit, but they do affect the major programs.

Two of the four acts relate to the transfer of publications between the Library of Congress and other governmental libraries. By a 1903 act, "The head of any executive department or bureau or any commission of the Government is authorized from time to time to turn over to the Librarian of Congress, for the use of the Library of Congress, any books, maps, or other material in the library of the department, bureau, or commission no longer needed for its use, and in the judgment of the Librarian of Congress appropriate to the uses of the Library of Congress."[2]

Provision was made for the Library of Congress to reverse this procedure in 1909, when the Librarian was authorized to transfer books and material no longer needed there but useful to other libraries.[3] Transfers of quantities of materials to or from the Library of Congress, while not directly connected with international

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1. Public Law 402, 80th Congress, Title II, Sec. 202. Provisions of this act pertinent to present or possible programs for exchange of publications included in appendix to this report.
2. United States Code 2:148.
3. Ibid., 2:149.

exchange, nevertheless help to provide materials which may be used. The Library of Congress duplicate collection has been built in part by such transfers and is in part useful in international exchange.

The third act affecting international exchange, indirectly and to a modest extent, provides that the various departments may "exchange surplus documents for such other documents and books as may be required by them when the same can be done to the advantage of the public service."[1] Such exchange with the Superintendent of Documents permits a greater flexibility in the use of documents and does, on occasion, provide additional copies of certain titles needed for international exchange.

The fourth act is that providing for a central mailing list at the Government Printing Office. This act of 1912 expressly provides that: "No money appropriated by any act shall be used for services in any executive department or other Government establishment at Washington. . .in the work of addressing, wrapping, mailing, or otherwise dispatching any publication for public distribution. . .or for the purchase of material or supplies to be used in such work. . . Each head of such executive department and other government establishment. . .shall furnish from time to time to the Public Printer mailing lists. . .for use in the public distribution of publications issued by such department or establishment."[2]

By this act, the shipping of international exchanges is concentrated either in the Government Printing Office or the Smithsonian Institution, except in cases when an exchange is arranged without provision for the continued and regular sending of any specific title, and where selection must be made from the stock of departmental documents within the department.

In addition to the domestic legislation controlling or affecting exchange programs, consideration must be given to certain international agreements and conventions. This country has adhered to two types of exchange agreements. The first type, the multilateral agreement, includes the Brussels Conventions of 1886[3] and the several agreements made among the American republics--the Mexico City Convention of 1901, the Santiago Resolution of 1923, the Montevideo Resolution of 1933, the Buenos Aires Recommendations

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1. United States Code 44:93.
2. Ibid., 44:95.
3. The texts of the Brussels Conventions may be found in the 1926 Report of the Librarian of Congress, pp. 73-77.

and Convention of 1936 and the Lima Resolution of 1938.[1] The second type is the bilateral agreement between the United States and one other country. There are now 33 such agreements in force.[2]

The bilateral agreement is now favored by the United States as a more certain means of assuring action, since the record of action by the signatories of multilateral agreements on exchange is not good. The Brussels Conventions have proved most valuable, though they have not been perfectly observed by all signatories, but none of the multilateral agreements between the American republics have been fully observed by any of the signatories. The United States Congress has taken action to implement the provisions of the Buenos Aires Conventions of 1936 and the Lima Convention of 1938, in its act of 1939. The Hispanic Exchange Section thus has resulted from those agreements and from that Congressional action, but aside from this, the multilateral exchange agreements in this hemisphere lie dormant.

In practice, the questions regarding such agreements as these seem not to be legal, but administrative. It is obvious that, whatever legal and moral commitments a country makes by adherence to such agreements, only cooperative effort can make the agreements live. The decision to use bilateral rather than multilateral agreements is based upon administrative grounds.

One other international agreement affecting Latin American exchange needs to be noted. This is the Postal Convention of 1940. This convention, adhered to by all Latin American republics except Brazil and Argentina, permits the franking of shipments of up to four pounds from official agencies. The Smithsonian Institution is able to use such means of transmittal, and the effect is obvious: small shipments get to their destinations rapidly.

Numerous international meetings have discussed the possibility of obtaining similar franking privileges or sharply reduced rates for all official exchange bureaus. This was most recently discussed at the meeting of experts on exchange called by UNESCO in Paris in 1948. At that time a representative of the Universal Postal Union expressed doubt that the Union would accept the proposals of the experts.[3]

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1. References to the pertinent sections of each of these conventions, resolutions or recommendations are included in the appendix to this report.
2. The provisions of the bilateral agreement between Siam and the U. S. are included, as typical of all recent bilateral agreements, in the appendix to this report, together with a list of all countries with which bilateral agreements are now in effect.
3. UNESCO, International Exchange of Publications, Committee of Experts, Summary Report, pt. 4, pp. 4-5.

In summary, the important points in domestic legislation affecting exchange are these: 1) provisions for the treaty exchange program might become highly restrictive in the future, 2) there are no important legal barriers to departmental programs, and 3) present provisions for cultural exchange programs will permit any extension for which funds are provided. On the international side, agreements to which this government is a party have, in the majority of cases, not been observed by this or other governments. These agreements, however, do provide a basis for action and the problem involved here is less legal than administrative.

Objectives

The objectives of international exchange programs are in part self-evident and in part evident from a study of their development and legal bases. Yet, any judgments as to the effectiveness and value of these programs and any recommendations must rest upon a clear understanding of what is being attempted. It seems wise, therefore, to study with care the various objectives motivating these programs.

Why has exchange of publications survived when no other commodity in our highly developed world is commonly subject to barter? The reasons lie in the unique characteristics of printed materials and in the place that libraries play in the economy of a country. Books--and most other printed materials--are convenient to handle and ship; they are often printed non-commercially, but these non-commercial publications often contain valuable information on which no price can be placed; and books are essential tools in a civilized world, valuable in all countries, no matter where they are published. Libraries, which carry on the bulk of exchange, must continuously add to their collections in order to have on hand not only what is asked for, but what might be asked for; they are supported meagerly, and book budgets are rarely adequate to select and to purchase all that are needed; and they often have a surplus of new or old publications to dispose of as best benefits their collections. Hence, exchange is often a good bargain for both institutions involved. It is, indeed, sometimes the only method of obtaining some non-commercial publications. In periods of economic stress the impetus to exchange publications becomes all the stronger.

These conditions assure the continuation of exchange of publications, and they give rise to three advantages--economic, bibliographic and psychological.

The economic advantage of exchange lies, in part, in elimination of purchase costs. It lies also in elimination of certain time-consuming operations, and here it merges with the bibliographic advantage. A library normally finds it expensive to locate foreign

titles needed, and additionally expensive to locate the bibliographic data needed for ordering through commercial channels. These steps are all the more expensive when the material needed is from a country where publications are not systematically listed. The need for such data is often eliminated through use of exchange, for a foreign institution then supplies on exchange either particular types of publications or all of its publications as they are published. Placing cost aside, many titles would be almost impossible to locate except through exchange.

The psychological advantage in exchange lies in the simple fact that individuals and institutions sometimes prefer to pay their own way, and exchange of talents or goods may be preferred to the acceptance of gifts.

Persons or institutions with varying interests find that, because exchange has these three advantages, they can use it in pursuit of their varying objectives. The governmental institutions interested in exchange programs are: the Library of Congress; libraries of departments, bureaus and agencies; the Smithsonian Institution's International Exchange Service; the Department of State and Congress. The objectives of each institution are not clearly distinct from all the others, but each places a particular emphasis upon the objectives to be reached.

The primary objective of any library's acquisition program is to get materials needed to serve the needs of its public today and tomorrow. The Library of Congress shares this objective with all other governmental libraries. But what are the needs of tomorrow? The Library of Congress has assumed the responsibility for helping to define those needs, and it has laid an emphasis upon much more complete coverage of the world output of publications than has ever been the case before. The present Librarian of Congress in 1945 described "great quantities of foreign publications not now in the United States and not being received currently as they are published," and he envisioned a "tremendous program of acquisition."[1] Such a program is not the work of the Library of Congress alone, but of research libraries throughout the country and, within the government, of those libraries with unparalleled collections in special fields, notably the Department of Agriculture Library and the Army Medical Library. If the objective for acquisitions is accepted as "great quantities of foreign publications not now in the United States and not being received as they are printed," then exchange can be no casual, spasmodic effort, but must be a highly developed, consistently productive program.

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1. Evans, Luther, "Problems Facing the Library of Congress," p. 469.

Though a number of federal libraries may share in such an effort at complete coverage, many will continue to improve on their working collections, which must be large enough to provide the necessary range and depth of information, but small enough to make all information immediately available. The smaller working libraries must acquire precisely the publications needed, and those must be obtained rapidly. The objectives of their exchange programs must, therefore, be speed and precision. The direction of all special library development has been toward emphasis on these characteristics of library service. Exchange, to have a future, must share that emphasis.

Librarians are not alone responsible for exchange, even though most of the receipts flow into libraries. The Smithsonian Institution through which a great part of American exchange flows, helps also to shape the objectives. The Smithsonian has, in the past 100 years, represented the scientific mind at work. To the scientist, international communication was--and for scientists of most countries still is--essential. Each publication of the Smithsonian still carries the original objective: "For the increase and diffusion of knowledge among men." Such an objective is a denial of self-interest. The Smithsonian exemplifies that denial, for it has benefited little from exchange since the deposit of its own extensive collection in the Library of Congress.

Two other institutions help to shape the objectives of exchange --the Congress of the United States and the Department of State. The oldest and most continuous objective of Congress, obvious since the first provision for international exchange in 1840, is simply to assure the receipt of foreign documents containing information of value to Congress. But other objectives are indicated or approved in other Congressional measures. Adherence to the Brussels Conventions gave support, not only to treaty exchanges but to departmental and non-governmental exchanges. The acceptance of cultural conventions adopted at the Buenos Aires Inter-American Conference in 1936 and the Eighth International Conference at Lima in 1938, the passage of legislation providing for action by the Department of State in this field in 1939, and enactment of the Information and Educational Exchange Act of 1948 have indicated Congressional approval of cultural interchanges as a part of the foreign policy. These acts and the consequent programs built upon them gave the exchange of books a specific place in the broadened foreign policy.

The report accompanying the Informational and Educational Exchange Bill when it was first introduced into Congress stated: "The principal purpose of the bill is to promote mutual understanding between the people of the United States and the people of other countries, in full recognition of the fact that a free interchange of information and of persons and skills would contribute immeasurably toward the promotion of world peace. A secondary, although

highly important, objective of the bill is to correct misunderstandings and misinformation about the United States which exist in other parts of the world. The committee has been gravely concerned for some time over the problem of getting the truth about America's actions and motives to foreign peoples."[1] The objectives are clear: the exchange of information to promote the well-being of other peoples, and the presenting of a fair, full and frank picture of the United States.

The importance of books in carrying out this broadened foreign policy has been further emphasized in the famed report of a Congressional committee on the U.S. Information Service in Europe. "American textbooks in all fields should be supplied to foreign schools and universities for reference purposes. This would help to project American learning and thought into educational channels abroad and would tend to encourage familiarity with the English language.

"Subject matter of particular interest in a given country should be emphasized, and sufficient books supplied to meet the demand. This is particularly true in the case of the demand for technical books of interest to specific groups, for example, medical, dental, scientific, et cetera."[2]

The Department of State must, of course, provide the machinery for carrying out the intent of Congress in this matter. The Department has done this by creating the Office of Information and Educational Exchange. Within that Office, the Interdepartmental Committee for Scientific and Cultural Cooperation has dealt with the types of programs most likely to include the exchange of publications. The aim of this Committee has been described thus: "It is the long-range objective of the agricultural programs, as well as of all other technical projects conducted through the Committee, to transfer to nationals of the other republics, by demonstration and teaching, the technical knowledge which will enable other peoples to help themselves in solving problems concerning their social and economic welfare."[3]

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1. U.S. Congress. House. Committee on Foreign Affairs, United States Information and Educational Exchange Act of 1947, p. 3.
2. U. S. Congress. Senate. Committee on Foreign Relations, The United States Information Service in Europe, p. 13.
3. Deming, Olcott H., "A Laboratory of International Cooperation", p. 4.

It is in line with this objective that the Committee has supported the three exchange activities previously mentioned: The Hispanic Exchange Section, the speeding of exchange shipments to Latin America and the preparation of this report. If exchange is to prove a continuously useful feature of the Committee activities it must be clear whether present programs serve the Committee's objective, whether present programs, if supplemented, would be more effective, or whether entirely new programs are needed.

While one branch of the Department of State has been concerned with exchange as an instrument of foreign policy, its Division of Acquisition and Distribution has been concerned with exchange as a means of acquisition, the aspect most familiar to librarians.

After World War II, the Department of State was acutely aware of the necessity for assuring a flow of research materials into this country. It therefore set about "reassessing former methods, analysing future demand, and attempting to relate the two with a view to making such exchanges, additions, or other alterations in procurement techniques as appear to be necessary to satisfy the greatly enlarged demand for foreign research materials."[1] The consideration of library needs was not new to the Department for ". . .The foreign service has, for many years, assisted the government agencies as a whole in procuring foreign printed materials."[2]

State Department concern for libraries was not, of course, primary, but it did fit into the primary objective of contributing to the national security. It is for this reason that the Division of Acquisition and Distribution and its procurement officers abroad have served governmental libraries by both purchasing and exchanging printed materials. Such exchanges must, in some measure, then, contribute to the national security.

The objectives of the various institutions interested in exchange are, of course, more complex than has been indicated. Individuals or institutions interested in governmental action on exchange may all share a number of objectives.

For example, librarians are not only interested in their acquisitions, but share the concern of the scientist for the free flow of information, and of the Department of State for promoting aspects of our foreign policy. Dr. Robert B. Downs, Director of the University

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1. Humphrey, Richard A., "The Department of State and the Acquisition of Research Materials of Foreign Origin," p. 99.
2. Ibid., p. 101.

of Illinois Libraries, illustrates this in saying, "The free interchange of cultural, scientific, and educational information is unquestionably one of the most critical needs of the world today. Society's progress depends upon the extent to which scholars and scientists have unrestricted access to all sources of information. Likewise, international understanding requires that the cultural records of every nation be fully available to all other nations. Finally, intelligent and informed world opinion must be based upon the wide dissemination of educational materials. These are our stakes in efforts to perfect the machinery for international exchanges."[1]

In summary, the objectives of exchange programs vary with the institutions promoting them. Those objectives are clear, though the emphasis laid upon them may change. They are:

Acquisition objectives:

1. Assistance in the program of covering the world output of books much more thoroughly than has heretofore been done.

2. Assistance in providing speedily the precise materials needed in the various fields served by governmental special libraries.

3. Complete coverage of foreign official documents so that they may be available for the use of Congress.

4. Coverage of foreign printed materials in sufficient measure to assure the Department of State and other governmental agencies that the information essential to our national security is at hand.

Distribution objectives:

1. Providing for the free flow of information to make possible and to encourage free scientific development.

2. Presentation of a fair, full and frank picture of the United States to other peoples.

3. Communication of ideas and techniques useful to other peoples in development of their countries.

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1. Downs, Robert B., "International Exchanges", p. 421.

Chapter Three

EXCHANGE WITH LATIN AMERICA

The Cultural Rapprochement

This chapter is a report on exchange relations between United States governmental institutions and institutions in Latin America. Exchange, like all other institutions, is adapted to the capabilities, the resources and the inclinations of the people by whom it is adopted. Exchange is most easily arranged between institutions in countries intellectually sympathetic to each other and comparable as to wealth, educational development and literary productiveness. There are, therefore, initial obstacles to exchange with Latin America, and modifications to be made.

The total population of the Latin American republics is approximately 130,000,000. Illiteracy varies from 25 to 75 percent of the population, as compared with less than 10 percent for the United States. The countries are primarily agricultural, and manufacturing in the five major industrial cities is less in value than that of Chicago.[1] Educational development is different both in extent and in kind from that of the United States. "The school in the United States occupies a place incomparably superior to the place held by it in Latin America. . .In the United States emphasis is everywhere upon the elementary school. . .as the symbol of democracy. . .In Latin America emphasis is upon the secondary school. . .which is the avenue to official and social preferment."[2] The professional schools have not developed in Latin America as they have in the United States. There is, for example, a maximum enrollment of 12,000 students in the engineering colleges of Latin America, as compared with 125,000 in the United States.[3]

Library development has, of course, paralleled other educational developments. Libraries are, on the whole, cut on a different pattern than those in the United States. "Almost without exception, the libraries of Hispanic-American countries are national, maintained and directed by the central government, and more or less subjected to official patronage. Exceptions to the general rule are to be found in the state libraries of Brazil and in a few municipal libraries. . .They are all open to the public, but, as a rule, the books

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1. Figures used are from Brett, George P., Jr., The Role of Books, p. 52.
2. Duggan, Stephen, "Cultural Relations with Latin America", p. 19.
3. Brett, op. cit., p. 51.

do not circulate. Some of them are more in the nature of deposits or archives than vital centers of information at the service of the public."[1] Research facilities in such libraries are, of course, limited. Only a fraction (15-20 percent, Ralph Shaw points out)[2] of the tools which American agricultural research libraries find essential are available in Latin America, and these are widely dispersed. "For example, the National University of Colombia has nine different faculty libraries, no one of which has averaged as much as 350 new titles a year and some of which acquire as few as 40 new titles a year."[3] As for special libraries, "The library movement in Latin America has hardly begun, and special libraries there are scarcely conscious of themselves as such."[4]

Comparisons of number and size of institutions can be invidious without understanding of different standards of values. The culture of the north is, to many, less rich than that of Latin America. Certainly among the Latin populations ". . .there is a greater popular interest in artistic and intellectual matters than among the masses in this country."[5] This interest has perpetuated, though there is now a discernible change, allegiance to French rather than to North American culture. Stephen Duggan has pointed out that, in considering our cultural relations, it must be remembered that "French culture is even today the most potent of all foreign influences in the life of the Latin American people. Practically all members of the upper classes speak French fluently and French books are found in every cultural home. . .Down to the First World War it was to France that Latin American families sent their sons and daughters to be educated. In French civilization it is the man of ideas, not the business man, who receives the chief acclaim and Latin American civilization has imitated Franch civilization in that respect."[6]

The rapprochement between the Latin and the North American cultures, however, is well under way and it is possible now to overemphasize the difficulty of bridging the differences. Certainly there is evidence that, in spite of the differences, current problems in the book field revolve around the difficulties involved in obtaining books from the United States in Latin America and books from Latin America in the United States--evidence that the desire for cultural intercourse is strong and healthy.

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1. Publishers' Weekly, "The United States and Latin America", p. 73.
2. Shaw, Ralph R., Report on Survey of Scientific and Technical Communications, p. 3.
3. Ibid., p. 10.
4. Saunders, Janet F., "S. L. A. International Relations", p. 492.
5. Conference on Inter-American Relations, Digest of Proceedings and Addresses, p. 14.
6. Duggan, op. cit., p. 20.

Exchange Needs in Latin America

Exchange, it was emphasized earlier, springs largely from economic necessity. The conditions of the book market in Latin America suggest some of the values of exchange under adverse economic conditions. It is the opinion of many observers that only one major obstacle stands in the way of much greater consumption of books from the United States in Latin America. This obstacle: price. Observers have remarked especially upon the post-war demand for United States titles. The pre-war market in Latin America was largely filled with books from Great Britain, France, Germany and Spain. The undoubted shift in favor of those from the United States hangs upon costs. As a group of publishers reporting on Latin America has said, "Latin American dealers generally admit that unless United States publishers can produce books at prices comparable with those from Europe, Latin Americans in the postwar period will undoubtedly return to the use of French, German, and Spanish technical books, regardless of their inferior format and comparatively theoretical presentations."[1] Cost of books is even more acute now than in previous years because the value of currency of most Latin American countries has shrunk, in relation to that of the United States, from 40 to 75 percent.[2] Even in 1940, Professor Manuel González pointed out, books selling for two and three dollars in the United States sold in Chile for 100 pesos, in the Argentine for 15 or more pesos, and in Mexico for about 20 pesos—impossible prices, since the bulk of the market lies with the teachers, professors, and writers whose incomes are generally low.[3]

As a consequence, "In most book stores one will find no American books and in others only a few. . .This is. . .true. . .of books in fields of great interest to Latin Americans in which our schools have made contributions such as economics, sociology and education. This has been due largely to the high cost of American books."[4] Librarians visiting in Latin America came to the same conclusion. Milam and Lydenberg in 1944 reported: "We repeat that British, French, German books were furnished formerly to buyers in Latin America at a purchasable price. Ours were not."[5]

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1. Brett, op. cit., p. 53.
2. Brett, op. cit., p. 56.
3. Conference on Inter-American Relations, Digest of Proceedings and Addresses, p. 34.
4. Duggan, op. cit., p. 23.
5. Milam, Carl H. and Lydenberg, Harry M., Report on a Trip to Latin America, p. 10.

Elsewhere Milam speaks of a real market for American publications, especially those dealing with classification, cataloging, library buildings, and other aspects of library organization.[1]

The distribution not only of books but of periodicals is restricted. A study of the American Library Association reported in 1942 that ". . .the distribution of the United States periodicals under consideration is deplorably limited. Those who are acquainted with economic conditions in Latin America will immediately realize that the chief reasons for these conditions are the high prices of our periodicals in terms of Latin American currencies and the existing trade barriers between us."[2]

Two other difficulties plague the book trade with Latin America. One group of American publishers studying the situation spoke of the "immensely complicated and frequently costly regulations governing the importation of books into the American republics",[3] while another group has documented the point by listing the legal restrictions which exist in almost every Latin American country.[4] The second difficulty is one of increasing importance in these postwar years, as various governments feel economic strains. This is the application of quotas and various currency restrictions applying to the purchase of foreign commodities. Book imports into Latin America have, since the war, suffered this additional handicap.[5]

This strong demand for books from the United States appears at the same time as, and partly as the result of, a recognition on the part of the United States of the role that cultural relations play in an effective foreign policy. Twenty years ago, a Latin American diplomat, Dr. Carlos Davila, ambassador of Chile to the United States, could say of United States foreign policy: "American investments in Latin America amount now to more than five and a half billion dollars. The commerce of the United States with the Republics to the south has reached two billion dollars annually. Similar progress has been made in the field of our political relations, but our relations in cultural activities are yet scarcely in their incipiency."[6]

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1. Milam, Carl H., "Some Possibilities of Library Cooperation with Latin America", p. 228.
2. American Library Association. Committee on Library Cooperation with Latin America, "Distribution of Scholarly Journals", p. 3.
3. Brett, op. cit., p. 14.
4. American Textbook Publishers, Books in World Rehabilitation, Appendix C.
5. Ibid., p. 28-29.
6. Davila, Carlos, "Cultural Relations between the Americas", p. 314.

Such is not the case today. By 1948 the United States had developed and tested a cultural program in Latin America, and found it good to apply to other parts of the world. It is pertinent to consider the size and methods of those programs since they affect the demand for books from the United States.

By 1948 the Office of Information and Educational Exchange was carrying on such varied activities as overseas libraries and library projects; cultural centers; aid to American-sponsored schools; translation programs; exchange of professors, teachers, students, leaders and specialists; book exchange and exhibits--and it was receiving the skills and advice of other federal agencies in carrying on these activities. A few statistics regarding accomplishments since 1938 are illuminating. At a cost of $80,056,703, travel and study grants had been allotted to 13,358 Latin American and 6,816 American hemispheric leaders, professors, technical experts and students.[1] The cultural centers--which had their origin in local cultural societies--were supported at a cost of $1,439,000 between 1941 and 1948, chiefly by the furnishing of 368 Americans to act as teachers and directors.[2] Under this program an estimated 80,000 Latin Americans have been trained in the English language since 1940. In 1946, 40,000 students were enrolled.[3] In 1948 the cultural centers and the three American libraries, at Managua, Montevideo and Mexico City, were demonstrating American library techniques and their adaptability to Latin America, and had circulated 218,180 volumes.[4] Another program, in that same year had translated 128 books from English into Spanish, Portuguese and French and had distributed them in 175,000 copies.[5]

The two principal programs involving American books were those operated by the American Library Association from 1942 to 1948 and the Hispanic Exchange Project operated by the Library of Congress and still continuing. The former program distributed more than 100,000 scientific, technical and cultural books and periodicals to 986 libraries.[6] The Hispanic Exchange Section, to be

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1. Compiled from Allbee, Lewis, Education as an Implement of U.S. Foreign Policy (1938-1948), Appendix B.
2. Ibid., p. 94.
3. Murphy, E. E., "Cooperation with Cultural Centers", pp. 27, 30.
4. U. S. Advisory Commission on Educational Exchange, Trading Ideas, p. 14.
5. Ibid., pp. 20, 22, 43, 85.
6. Shaw, Ralph R., "International Activities of the American Library Association", pp. 214-15.

discussed further in this chapter, has operated on budgets totalling $101,978 from 1942 through 1948, while the 1949 budget is $8,522.[1]

The 1948 budget for all cultural programs in 1948 was $3,957,836. This provided, among other things, for the training of 3 professors, 56 leaders and specialists, 5 teachers and 163 students from Latin America, as well as for grants to 18 professors, 9 leaders and 18 students from the United States for training in Latin America.[2]

These governmental programs do and will have increasing effect on the use of American books in Latin America. They are not, however, the most powerful influence on that demand. This is indicated by the enrollment of Latin Americans in United States schools. In 1948 there were 20,000 foreign students in this country, only a few hundred of them provided for in whole or in part by one or another of the international agreements made by this government.[3] On the basis of earlier reports, the percentage of this group from Latin America would run to 25 percent or more.[4]

These conditions and these developments indicate the bases for Latin American book needs. Evidence is needed on one more point: what types of books are most needed?

One of the most comprehensive and illuminating statements on library relations with Latin America--unfortunately never printed in full--is Mrs. Marie Cannon's report on her intensive efforts at on-the-spot book purchasing in Latin America on behalf of the Library of Congress. She comments on the types of materials especially needed in Latin America. "Probably the most fundamental basis for lasting cordial relationships between the United States and Latin America exists in Latin America's need for assistance and counsel in problems relative first to material developments--roads, factories, hospitals, laboratories--and second to all the non-material benefits which grow out of these--better communications and fewer isolations, higher wage levels, advanced programs of public health, a spread in public education. From this point of view, publications on an exchange basis relative to all manner of technical and social problems--sanitary affairs, education, housing, city planning, forestry, fisheries, agriculture--cannot be too widely distributed in Latin America."[5]

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1. Library of Congress. Office of Cooperative Studies, S. C. C. Review Papers, pp. 22 and 30.
2. U. S. Advisory Commission on Educational Exchange, op. cit., p. 35.
3. Ibid., p. 4.
4. Allbee, op. cit., pp. 15-17.
5. Cannon, Marie, Latin America and the Library of Congress, p. 10.

Comments received from three eminent Latin American librarians indicate the types of publications for which they feel a need. Dr. Alfredo Chaves, Director, Biblioteca Universidad Central, Quito, Ecuador, writes: "I have observed that, with us, it is evident that the main interest is in publications of a scientific and technical nature from the United States. Next in interest come the artistic and literary materials. And last comes, it seems, interest in legal and judicial questions about that country."[1]

Dr. Fermin Peraza, Director, Biblioteca Municipal de la Habana, summarizes the types of publications needed thus: "The following materials especially interest the Biblioteca Municipal de la Habana: library science, bibliography, literature, history, geography, and travel."[2]

The types of governmental publications needed in Latin America, according to Dr. Jorge Basadre, Director, Department of Cultural Affairs of the Pan American Union, are those including statistical data on present trends and problems in the United States as a whole --but not those covering local problems; publications dealing with the Latin American country to which the exchange is going, no matter how slight may be the reference; and any publication contributing to knowledge of a field in which the recipient library already has a strong interest. Dr. Basadre emphasizes also that dollar shortages now make it more difficult for libraries to buy from the United States and that some means of getting commercial publications is highly desirable. Dr. Basadre's emphasis is consistently upon arrangements which will permit careful selection of material rather than upon mass shipments.[3]

In short, the loosening of cultural ties with Europe in Latin America, the greater dependence upon the United States for printed materials and the effects of our cultural relations program have together created a heavy demand for books, periodicals and other printed materials from the United States. The subject fields in which North American publications are needed are extremely varied. There is need especially for scientific and technical--especially library science--materials, but it must be emphasized that titles in cultural fields are also in demand.

The only safe generalization is that if a further rapprochement with Latin America is desirable, means must be found for supplying a variety of printed materials and that the most productive results will come from serving the specific needs of the institutions most active in their communities, regardless of subject fields which

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1. Letter to the author, dated August 9, 1949. Translation.
2. Letter to the author, dated August 20, 1949. Translation.
3. Interview, Dec. 5, 1949.

they may cover. The need for publications from the United States has grown at the same time that traditional difficulties in acquiring these books have been intensified. The publications needed are in part produced by this government, but they are in part commercial books and periodicals.

The Need in the United States

Such is the need for United States books in Latin America. The need for Latin American books in the United States springs from a different set of conditions. All highly-developed research libraries operate on the assumption that they must have, if not all the material in their particular fields, at least a selection made from all of the materials printed. This assumption is not confined to libraries in the United States. A recent survey made in England under auspices of the Rockefeller Foundation and reported by Dr. Marjorie Plant attempts to determine ". . .whether the learned and scientific publications of other countries are being adequately represented in those libraries."[1] This question has been often asked by libraries of the United States, but no study has yet shown the extent of our coverage of Latin American materials.[2] In view of our lack of exact information on this point, it is interesting to note the conclusion reached by Dr. Plant: "The. . .striking point. . . is the very small number of publications which we are receiving from South America. 130 libraries in the United Kingdom, covering between them science, technology, medicine, history, geography, economics, law, and all else, received in 1947 from all the eleven countries only 376 books and pamphlets and 83 non-serial government reports; only 308 non-official periodicals are now being received by these libraries from the whole continent, and only 482 government serials. These are sure to include a number of duplicates. . . .There is reason to think that we must be missing a good deal of material which ought to be available somewhere in this country."[3]

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1. Plant, Marjorie, The Supply of Foreign Books and Periodicals to the Libraries of the United Kingdom, p. 1.
2. With the exception of E. E. Williams' report on "Research Library Acquisition from Eight Countries," which included Peru and Mexico. Of the sample titles Williams checked, U. S. libraries had 72 percent of the Peruvian titles and 79 percent of the Mexican--relatively high percentages, as compared with acquisitions from European countries. However, since bibliographies from these two countries are inadequate, it is probable that the sample was not representative, and that United States acquisitions of the total number of titles published is considerably lower than 72 or 79 percent.
3. Plant, op. cit., p. 13.

Librarians in the United States repeat Dr. Plant's conclusion, without such data to support them. In 1939 Carl Milam wrote, "What do the libraries of North America want from South America? First, books and periodicals. We need larger and better collections of Spanish-American books, documents, and periodicals in every section of the country."[1] In ten years this desire has not been satisfied. The demand for Latin American material is, indeed, constantly growing. Though demand is not entirely due to the teaching of Latin American subjects in our schools, the growth of such teaching helps to measure the growth of demand. Only forty years ago the first chair of Spanish American literature in the United States was established at the University of Arizona.[2] by 1948-49 there were 3,346 courses concerning Latin America being taught in 875 institutions of higher learning in the United States.[3]

Another measure of our need for Latin American publications is the number of titles published in this country about Latin America. Research in this field is almost entirely a twentieth century development. Prior to 1908 only 46 such titles had been published. From 1908 to 1938, 1538 titles were published.[4] No count is available of titles published in the past ten years, but every scholar and librarian is aware that North American interest in Latin America is running stronger than ever, and that the full flood may not yet be in sight. Since research workers and students must have publications of all kinds--books, periodicals, pamphlets, government documents, newspapers, maps, propaganda throwaways, etc.--demand in the United States for Latin American publications is growing and will continue to grow. The satisfying of this demand runs into a number of difficulties.

Cost of foreign publications is not the great barrier to the purchase of books in the United States that it is in Latin America. It is true that libraries are often handicapped by the cost of books, but Latin American publications are not notably expensive. A difficulty does, however, lie in the lack of good commercial channels. In recent years it has become somewhat easier to locate and safer to depend upon commercial agents in Latin America. But the problem still exists. "Generally speaking," writes Downs, "local agents are few, high priced, and inefficient."[5]

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1. Milam, op. cit., p. 230.
2. Gonzalez, Manuel P., "Intellectual Relations Between the United States and Spanish America", p. 133.
3. Pan American Union. Department of Cultural Affairs, Courses on Latin America, 1948-49, Introduction.
4. Gonzalez, op. cit., p. 134.
5. Downs, Robert B., "Problems in the Acquisition of P[illegible]esearch Materials", p. 70.

The fault is not altogether the dealers'. The manner of publishing makes for difficulties. Many Latin American titles are published and marketed privately, and do not enter the usual commercial channels. And governmental publications cover a wider scope than in this country, with consequent difficulties. James B. Childs points out: "Government publications in many of the Latin-American countries represent the greater part of the publishing activity--not only gazettes, bulletins, reports, but historical and literary works, even occasionally children's books." With a few exceptions, he continues, ". . .there is not even a single national source through which one may survey everything being issued currently by each and every government agency in all the other republics."[1]

Mrs. Cannon has summarized the effect upon American libraries. The usual system of purchasing, she says, ". . .breaks down completely in the face of the circumstance that probably not more than thirty percent at the best--in some countries much less--of the publications issued in Latin America is ever mentioned in print or appears in any list or catalogue whatsoever. The amount of material which comes to the attention of any library in this country is consequently meager and unrepresentative of the total output, and after unfilled orders are taken into consideration, the amount of material actually received is more meager still."[2]

These difficulties were recently summarized by one acquisitions expert in a university library. The greatest handicap in acquiring Latin American materials, he said, is the lack of knowledge of what is worthwhile. He suggested that an Ulrich[3] of South America would be invaluable, if it could publish every five years a re-evaluation of publishing houses, scholarly institutions, lists of births and deaths of serials and allied information.[4]

This need for bibliographic information is at the heart not only of book acquisition activities, but of all efforts to provide for intellectual understanding. Dr. Miron Burgin, who has worked both as a scholar and as a State Department official with this problem, has said, "We need better, more exact, and more complete information about what is being published in Latin America, as well as about bibliographical activities there. We would like to see bibliographical information from Latin America reach us more promptly."[5]

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1. Childs, James B., "Reference Data in Latin-American Government Publications", p. 111.
2. Cannon, op. cit., p. 3.
3. Ulrich's Periodicals Directory, 1932- (New York, R. R. Bowker Co.).
4. Interview, August 22, 1949.
5. Burgin, Miron, "Some Bibliographical Problems", p. 84.

Fortunately, action is being taken to add to bibliographic resources and to utilize all existing resources. The Handbook of Latin American Studies, an annual compendium, has in recent years served as the most useful bibliographic tool in this field. In addition, there will shortly appear in the Quarterly Journal of Acquisitions, published by the Library of Congress, a report on national bibliographies in Latin America. That report will undoubtedly prove valuable not only because it will draw together all existing information, but because it will indicate the scanty amount of such information in most of the Latin American countries.

This is the picture: a healthy demand in Latin America for publications from the United States, and in this country for much more complete coverage of Latin American publications; obstacles which have kept those demands unsatisfied and have stultified intellectual interchange among these countries. The important question, then, is this: to what extent do the exchange programs of this government serve to meet the needs which cannot be met through commercial channels?

The Methods

Procedures used in carrying on both treaty and departmental exchanges have been described in chapter one, so that it is necessary here only to touch upon the variations applying only to Latin America or especially important in that area.

There are two variations in the physical handling of exchanges going to Latin America: shipment is made by mail, for both treaty and departmental exchanges, and the shipments go directly to recipient agencies rather than through exchange bureaus. The use of mail rather than freight is possible largely because of the franking privilege for official shipments among all of the Latin American states except Brazil and Argentina.[1] Exchange bureaus have been established in most Latin American countries but have never operated effectively in any of them.

The technique of arranging for treaty exchanges through bilateral agreements is not confined exclusively to Latin America, but it has proceeded further here than elsewhere. By 1949 eighteen of the thirty-three bilateral agreements had been made with Latin American countries.[2]

The most important variation in exchange as it is applied to Latin America has been the development of a cultural exchange program. The Hispanic Exchange Section in the Library of Congress

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1. United States Official Postal Guide (1946), Chapter III, Article 81.
2. Complete list of bilateral agreements included in appendix.

has, since 1942 been granted Department of State funds to provide services and publications useful in scientific and technical developments in Latin America, but not ordinarily available through exchange channels. The extent of the funds have governed the number of services and the number of publications available through this program, but the basic pattern has been consistent: it has sought to provide the specific information needed by Latin American libraries so that they might contribute most effectively as active agents in the further development of their countries, and it has sought to obtain in return a more complete coverage of Latin American publications.

The available funds have thus been used for providing the publications and the staff necessary to carry on extensive correspondence with Latin Americans, to evaluate requests, to answer inquiries and select publications and to encourage the return of titles particularly needed in the Library of Congress. The types of publications sent out have been determined by the needs expressed by Latin Americans and by the funds available. They have included books in cultural subjects of special interest to Latin Americans or in fields where libraries feel a keen need for technical information, periodicals such as The Hispanic American Historical Review, Library of Congress printed catalog cards and the printed catalog of its cards, photo-reproductions of rare Latin Americana, recordings of American folk music, sheet music, and duplicates from the Library of Congress collection.

This initial program has thus differed from other programs in these ways: it has developed a "service" point of view, emphasizing the needs of the foreign institutions it serves; it has made intensive efforts to fit its activities to the aims of the Interdepartmental Committee; it has provided a selection of commercial publications not ordinarily available to exchange; and it has been able to give time and attention to a more thorough coverage of the field of Latin American publications.

It must be emphasized in discussing exchange methods that none of them result in continuous, automatic receipts, nor in the coverage desired. This is especially true of Latin America, and accounts for the importance in this field of personal contacts. In 1885 Mr. A. R. Spofford, Librarian of Congress, described the situation which has changed little in more than 60 years:

"The experience of years has amply proved the impossibility of securing any complete or adequate return from foreign Governments for the full and costly series of American Government publications so long furnished them, without direct and persistent effort, through an agency upon the ground, furnished with adequate credentials, to attend personally to the whole business. One of the

chief benefits of the initial effort already made has been the discovery of the practical obstacles in the way of a thoroughly successful system of exchanges. These, it is believed, could be removed by following up the work with each Government, while, if neglected, or left to the very uncertain medium of correspondence, the United States will continue to reap very inadequate returns for our publications sent abroad. It is recommended that the Joint Committee on the Library consider the expediency of providing an appropriation to defray the necessary expenses of an agent of international exchanges, to be sent abroad for a term of at least six months during the present year."[1]

Though the Library of Congress has not sent a representative to Latin America to work solely on exchange, it has had dozens of representatives combining such a duty with others. The reports of the librarian show that these personal efforts have been effective measures. The personal touch has not, however, been confined to the Library of Congress. Representatives of almost every agency interested in exchange have helped to build and to improve agreements with institutions. University libraries, too, have used the procedure and found it an asset.[2]

The Results

Three facts become almost immediately evident when attempt is made to assess the results of present governmental programs with Latin America. First, the receipts, both here and abroad, are almost exclusively governmental publications; these are numerous and varied, but they scarcely serve all or a great proportion of the needs of any country. Second, since exchange receipts do not form a separate part of any library's collections, the assessing of results runs into difficulty; some results are obvious, but few precise measures of quantitative or qualitative value can be made. Third, the receipts from treaty exchanges and from other exchange programs in the Library of Congress are lumped and the effects of each are not clear.

When treaty exchanges alone are considered, one generalization can be drawn: the coverage is incomplete. The percentage of incompleteness is impossible to determine, but the Library of Congress is continually aware that Latin American governmental machinery is not so organized that complete sets of their documents will be delivered to this country. This, and the reasons for it, were pointed out by Mrs. Cannon in 1944:

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1. Library of Congress, Report, 1885, p. 7.
2. Cf. Cole, Arthur H., "The Experience of Baker Library and Harvard College Library," p. 59.

"There is no doubt whatever that a large quantity of material issued by official agencies in Latin America never reaches Washington. Just how significant this material may be, we are seldom in a position to judge. The fact remains that it is lost to us. That it does not, indeed, reach the agency designated by law to receive and forward it, is freely admitted all over Latin America. The reasons behind this particular breakdown fall into three categories: either the responsible agency considers the publications in question as relative to internal affairs and as of no application or interest to another office, or the publication appears too trivial and ephemeral for deposit, or the issuing agency enjoys an autonomous or semi-autonomous position and regards itself as exempted from making the required deposit of material."[1]

Such conditions assure that many monographic titles will be missing from Library of Congress collections, and that many serials will not be received continuously. A check of Library of Congress serial holdings from a number of Latin American countries a few years ago showed a distressing number of incomplete files, few of which could be completed without great expenditure of staff time.[2] Such lacunae appear both in the official publications obtained on treaty exchange and the non-official publications received on departmental exchange.

Even so, the outstanding fact about exchanges as far as the Library of Congress is concerned is that they have thus built up the world's best collection of Latin American documents and assisted in building up a great collection of Latin Americana. Some measure of the extent and value of exchange is to be found in various publications compiled almost entirely from exchange receipts. An example of this is the Library of Congress series, A Guide to the Official Publications of the American Republics, a highly useful bibliography for the staff and users of the Library of Congress and for scholars and librarians in this country and abroad. Each guide is the most complete record ever made of the official publications of a Latin American government. Such publications as C. K. Jones' A Bibliography of Latin American Bibliographies, or Helen Clagett's series on the law and legal literature of the American republics,[2] covering a field built up almost entirely through exchange, help to indicate the scope of Library of Congress collections, their value in research, and the value of exchange. The constant stream of current bibliographies on Latin American (and other) topics from the

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1. Cannon, op. cit., p. 8.
2. Checklists held in Exchange and Gift Division, Library of Congress.
3. Cf. Clagett, Helen, A Guide to the Law and Legal Literature of the Mexican States. This is one of a series now covering most of the Latin American republics.

Library of Congress are indications, too, of the extent of exchange receipts.

Another extremely useful publication compiled largely upon exchange collections and published by the Library is Latin American Periodicals Currently Received in the Library of Congress and in the Library of the Department of Agriculture. Since the Department of Agriculture obtains 75 percent of its periodicals through exchange, there is reason to believe that this compilation was in large part possible only because of exchange by those two institutions.

The results of all the various departmental exchanges are difficult to assess objectively, largely because exchange materials go into the working collections and are not thereafter identified. It was apparent in the making of this study that such value was taken for granted by most librarians. While most departmental libraries do not receive such a high percentage of foreign acquisitions through exchange as does the Department of Agriculture Library--though a few receive an even higher percentage--nor build such great collections, all of these special libraries report a heavy dependence on exchange for information on Latin America.

For the purposes of this survey it was desirable to have at least one measure, as precise as possible, of the effects of exchange on building up a particular Latin American collection. For this reason, a sampling technique was used, involving the relation of Library of Congress acquisitions to the 1946 (the most recent) edition of the Handbook of Latin American Studies. The Handbook was used because it is the most important bibliographical series in this field. Fifty (50) periodical titles used in the Handbook were selected at random and then checked against the Library of Congress serial record to determine what percentage had been received on exchange. Since the serial record does not consistently show whether titles are received through gift or exchange, less precise results than were desirable had to be accepted. However, it is the opinion of the Chief of the Exchange and Gift Division that such types of periodicals arrive almost entirely through exchange, rather than gift.

This check showed that of the 50 titles, the Library of Congress was currently receiving (with "currently" defined as 1946, the date of the Handbook) 41 of the titles, in 67 copies. Of these 67 copies, it was found that 54 (representing 38 titles) had been received by the Exchange and Gift Division and that eleven (representing ten titles) had been purchased. It appears, therefore, that treaty and departmental exchanges account for the receipt of at least 60 percent--perhaps as high as 75 percent--of the periodicals listed in the Handbook. Certainly such a result justifies the belief that exchange is, at least in the Library of Congress, making an important contribution to American scholarship.

There is aid from one other source in measuring the results of exchange. This is the List of Latin American Serials,[1] a compilation of titles received on exchange by the Pan American Union, The Library of Congress, and fourteen of the major non-governmental research libraries of the country. There are approximately 1300 titles listed in this study, with indication that approximately 2700 copies of these are received by the sixteen libraries. While the Pan American Union, with about 700 titles, and the Library of Congress, with about 1000 titles, have considerably heavier holdings than other libraries, the University of California is a strong third, with about 500 titles. This quantitative measure of exchange is impressive. So also is the resourcefulness of the California exchange program.

The discussion of methods used in Latin American exchange emphasized the unique features of the Hispanic Exchange Section in the Library of Congress. Unfortunately, it is impossible to determine precisely what effect the program has had on building the collection of Latin Americana, since receipts from that program cannot be segregated from other exchange receipts. The results have been summed up in these general terms in a review of the history of the program: "The project has made it possible for the Library to obtain a multitude of items as gifts or on exchange which could have been had otherwise, if at all, only through purchase. The project has amply demonstrated its value as shown in the number of items received. The growing popularity and value of this type of exchange . . .is manifest in the increase of correspondence, and in the number of visitors. . .from Latin American countries who come to the Library expressly to discuss the matter of exchange. These visitors are generally prepared to state definitely the types of materials the institutions with which they are affiliated would like to receive, and to make concrete proposals as to what can be offered in return."[2]

Some more specific measure of the results of this intensive and enlarged program is found in the comparison of receipts from Latin America in 1947-48 as compared with receipts from the rest of the world. A report of the Exchange and Gift Division states that in that year 78,788 printed pieces (books, periodicals, newspapers, maps, etc.) were received in the Division. Of these, 32,465 pieces came from Latin America.[3] Considering the limited resources of

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1. American Library Association. Committee on Cooperation with Latin America, List of Latin Amer. Serials.
2. Library of Congress. Office of Cooperative Studies, op. cit., pp. 29-30.
3. Library of Congress. Exchange and Gift Division, Annual Report on International Exchange Receipts, 1947-48, p. 9.

Latin American, as compared with European, libraries and governmental agencies, this is a surprising result, and an indication that the support given the Hispanic Exchange Section has a real value in building American research resources.

What are the results of our exchange programs in Latin America? There are indications, if not exact measures, of these results.

The most negative statements as to results in Latin America are those which speak of our treaty exchanges. Criticism is based upon their bulk, upon the practice of routing them to institutions where they cannot be handled properly and upon the lack of follow-up. One eminent Latin American librarian has spoken of finding, in a national library, boxes of documents received on treaty exchange with the United States and never opened. Even a vigorous library administration finds difficulty, he suggested, in coping with such a bulk of material.[2]

Mrs. Cannon has likewise spoken of the problem: "From the standpoint of the Library of Congress as a distributing agent, a great deal more could be done in Latin America than is being done at present. If we consider the formal terms of the treaty agreements, there is no doubt that these are being punctiliously observed, but to send a set of official publications to a national library falls far short of an ideal situation, in that these publications do not reach the public which is most in a position to profit by them."[3]

This report is not prepared to make any estimate of the percentage of United States documents which are used effectively. The ineffectiveness of these exchanges in some places is in part balanced by effectiveness in others, but it is impossible for this report to estimate the percentage of good, bad or indifferent results. It should be pointed out that in many cases both treaty and departmental exchanges have been in effect for many years, are handled routinely, and the publications are looked upon, as are similar publications from Latin America in this country, as standard tools. Certainly the extent to which United States documents are used in Latin America needs to be investigated.

A statement from Dr. Alfredo Chaves, Director of the Biblioteca, Universidad Central, Quito, Ecuador, helps to clarify the general value of exchange. "In general terms, I can say that the value of exchanges is very great here. In this Capital, as in the other cities of my country, there are numerous institutions, official

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1. Interview with the author.
2. Cannon, op. cit., p. 9.

and private, which do what they can to sustain and enlarge their exchange services. Unfortunately, one must admit that in almost all cases, these institutions receive more than they send, owing to the fact that their economic resources do not permit them to dispose of a larger portion of publications through exchange."

Of the results of exchange in his own university library Dr. Chaves writes: "We have exchange relations with many libraries in the United States, especially with the university libraries. From nearly all we also receive publications, but more periodical publications than books. . .During the past year. . .the major portion of works was purchased. The exchange, also, was considerable; but I ought to confess that their quality was not always of the first class . . .The books of major importance are published by commercial enterprise. . .The best books therefore must usually be acquired through purchase."[1]

Dr. Fermin Peraza, Director of Biblioteca Municipal de la Habana, also clarifies the value of exchange: "The material received through exchange is of great usefulness for the library and is directly available to readers, who obtain great benefit from it. . .You will see that the service of exchange in general is at this time more beneficial to the libraries of Cuba, and we may say to Latin America, than to the libraries of the United States. The material received through exchange in the Latin American libraries substitutes for the money which these libraries cannot lay out for obtaining such material through purchase; but. . .they do not have the stocks of duplicate acquisitions, nor a system for handling duplicates received by chance."[2]

In review, we do find some measures of the results which Latin American exchange programs have had in building up collections in governmental libraries and in contributing to the working of governmental agencies and to the scholarly resources of this country. While it would be desirable if these measures were more precise, the evidence is sufficient to justify the conclusion that the results of exchange in the United States are impressive and that the discontinuation or diminution of the governmental programs would be most undesirable. There is general recognition of the ineffectiveness of at least some of our treaty exchanges in Latin America, but the testimony--scanty and unsystematic though it is--as to the effect of exchange on Latin American libraries indicates that it has

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1. Letter to the author, dated August 9, 1949. Translation.
2. Letter to the author, dated August 20, 1949. Translation.

a very considerable value, and that much of the material is put to immediate use. It is clear that the amount of exchange is limited by the paucity of materials for exchange in most Latin American libraries.

Chapter Four

OPERATIONAL MACHINERY AND PROBLEMS

The Machinery

This chapter attempts to describe the governmental machinery for international exchange of publications, first in terms of the central agencies and second in terms of the problems hampering effective operations by all exchange units.

The machinery for governmental exchange programs has always been simple in outline: it has consisted of exchange units in the Smithsonian Institution, in the Library of Congress and in each of the departments, bureaus and agencies which carry on international exchange. This outline is made somewhat less simple by the recent program of the Division of Acquisition and Distribution of the State Department and by the organization of the United States Book Exchange which, though a private agency, serves many governmental libraries.

In operation, the machinery seems somewhat more complex because of the various problems confronting each exchange unit. These problems, most of them common to all exchange units, are in part administrative difficulties, in part general problems relative to acquisitions work, and in part the limitations of any barter arrangement.

The Smithsonian Institution's International Exchange Service

Since the Smithsonian bureau is the most venerable and the most central of any of the exchange units, attention may first be centered there. Any institution which has operated in almost entirely the same manner for 100 years is likely to be suspect today. The inquiry into the present effectiveness of the Smithsonian machinery was, however, reassuring. It has been pointed out that during the nineteenth century the Smithsonian was much more active in initiating exchanges than it has been in this century. The Brussels Convention of 1886 discouraged exchange bureaus from initiating exchanges,[1] and the Smithsonian has, perhaps, been too reluctant to seek other authority for more aggressive action. The cutting down of exchange activities to the minimum of shipping and receiving materials has, however, led the Smithsonian to concentrate on that aspect of its work, and its record of achievement there cannot be denied.

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1. Article VII of the first Convention.

The Smithsonian International Exchange Service almost continually faces problems which it has been unable to remedy and which interfere with the effectiveness of its operations. The first of these is lack of space and proper arrangement. The basement of the Smithsonian building was never designed for bulk handling of materials. The second is the lack of adequate appropriations to carry activities through the fiscal year. In 1947-1948 shipments were suspended for three months before the end of the year; in 1948-1949, for one month. Such disruption of services is, of course, felt by its users both here and abroad. Third, appropriations have not been sufficient to make shipment by any other means than by water freight, except to Latin America where the use of the frank cuts down the bulk and permits the remainder of the material to be handled as book post.

Financial stringencies have been answered by increasing efficiency, as will appear shortly, but not by such action as would be good and proper to assure the support which is needed. In order to obtain some idea of the evaluation of Smithsonian exchange services by those who use them, the author sought the opinions of thirty scholars and librarians in both governmental and non-governmental agencies. The answers ranged from frank criticism of the slowness and limited scope of those services to high praise of their security and simplicity. The value of Smithsonian services were rated considerably higher by persons outside of Washington. There was, in every institution, however, an appreciation of Smithsonian's problems and a willingness to testify to the value of its services. It is unfortunate that this agency has not recently sought suggestions and evaluations from the people and institutions it serves. This could be remedied at little expense and needs to be remedied if the value and needs of the International Exchange Service are to be properly presented to Congress.

The basically sound reputation of the Smithsonian International Exchange Service and the good-will which it has engendered might well be used in improving another aspect of exchange relations: the operations of foreign exchange bureaus. These bureaus, though modelled on the Smithsonian's, have never been as effective in centralizing shipping from their various countries as has Smithsonian's. They have been most effective in Europe, least effective in Latin America. Institutions in this country have therefore always received a large percentage of their receipts direct from foreign institutions rather than through Smithsonian. The declining importance of foreign exchange bureaus is indicated by the decline of foreign receipts through Smithsonian. When foreign institutions do not find an effective central exchange agency in their own countries they make shipments direct to American institutions. Thus, in 1914, 42 percent of all materials handled by Smithsonian were from

abroad; in 1921, 18 percent; in 1929, 24 percent; in 1939, 26 percent; in 1948, 10 percent; and in 1949, 12 percent.[1]

World wars have, of course, twice disrupted foreign exchange bureaus. However, since the recent war, there has been in Europe an active interest in such bureaus, and UNESCO has encouraged the creation of new ones. In this movement the Smithsonian has played little part. While UNESCO can better serve to stimulate other exchange bureaus, the Smithsonian has too much experience and prestige to offer to play an entirely passive role. It is quite probable that, as a first step, information sent to institutions abroad, merely informing them of Smithsonian services, would increase the flow of material into this country through such agencies.

One aspect of the Smithsonian services seems not to have been previously considered. This is the unit cost of its shipments. The annual expenditures and shipping totals show that unit costs are kept surprisingly low, even in comparison with 1914 figures. In 1900 the handling and transportation cost per pound was 5.9 cents; in 1914, 6.5 cents; in 1921, 8.1 cents; in 1929, 8.3 cents; in 1938, 6.7 cents; in 1948, 7.6 cents.[2]

In view of the increase in domestic and foreign shipping rates and in salaries, it is surprising to find that the Smithsonian per unit operating cost in 1948 is only thirteen percent higher than in 1938, actually eight percent lower than in 1929, and only seventeen percent higher than in 1914.

The Smithsonian International Exchange Service is, because of the problems it faces and because of its lack of aggressiveness, a less effective central exchange agency than it might be, but it is not moribund. The flow of materials within the Institution is almost as rapid as can be expected, the system of checking on shipments is excellent, the work routines are efficient, and the agency has retained a fine "service" point of view. With these basic assets, a determined effort to collect and present the information and the data which will justify necessary appropriations should be rewarding.

The Library of Congress

The Library of Congress, like the Smithsonian International Exchange Service, is a central agency in the exchange picture. This

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1. From annual reports of the Smithsonian Institution.
2. Computed from statistics in the annual reports of the Smithsonian Institution.

is true not only because it bears the entire responsibility for the receipt of treaty exchange, but because of its position and responsibility as a national library. There will be no attempt made here to consider all aspects of exchange work in the Library of Congress. Rather, certain major problems will be discussed.

As to treaty exchanges, there can be little question that the Library of Congress has, on the whole, made good use of them. The receipts have been properly processed and made available, perhaps with greater delay than is desirable, but with skill. There has not, certainly, been sufficient and continuous checking to see that receipts of treaty agreements were as complete as possible. Such checking, it must be admitted, is costly and only by perfecting its serial checking--and the Library of Congress serial record is still in a state of flux--can this be done efficiently. It was indicated in chapter three that the Library does not receive nearly all documents from Latin America. This is true also of other areas. This is not, however, due to lack of appreciation of the problem; the Library staff seems well aware of the lack of completeness in this area.

There may be room for criticism of the Library of Congress for failing to determine whether treaty exchanges go to the proper places and are properly handled in each country. It might well be argued that such a policing task is that of the recipient country, but, in essence, the problem is one of greater cooperation. The Library can render greater assistance to the agencies abroad that are struggling with the receipt of these materials. That this is recognized in the Library of Congress is evident from a recent comment by Dr. Lewis Hanke, Director of the Hispanic Foundation in the Library, who has recently written: "The present system of depository sets is vitiated by what I call the sausage theory. The depository countries get the same size link of sausage regardless of circumstances. All depository countries, whether large or small, are sent equal amounts of our official publications, whether they want them or not, whether the people of the country use them or not. The 'partial depository' arrangement helps some, but not enough. A more flexible, intelligently directed exchange is long overdue. The sausage system is cheaper. . .A more adequate exchange system. . . will demand more money for personnel but will be worth it."[1]

Another aspect of the treaty exchange program bears investigation. One of the constant complaints about such exchanges is that they are slow in transmittal to every country except the Latin American republics. It is probably not essential that all documents reach their destinations speedily; the time element is simply not important in the case of many titles. However, it is important in

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1. Memo to John W. Cronin, dated Dec. 13, 1949.

in the case of perhaps 25 percent of the titles. It is not a difficult task to select the titles of greatest current importance and to have arrangements made for shipping those from the Government Printing Office to the Smithsonian for special handling. Such an arrangement would probably require an additional professional librarian on the staff of the Library, some slight additional staff at the Smithsonian, and enlarged appropriations to handle mailing charges. It would be highly desirable to make a further distinction in shipments, and have smaller groups of documents selected for shipment by air express. The United States is, in fact, lagging much behind other countries in the provision made for speedy shipment of documents; more foreign documents come into the Library by mail than through the slower channels of Smithsonian.

The value of certain publications built largely on the results of international exchange in the Library of Congress has been emphasized in chapter three. These publications help to highlight one defect in our present exchange machinery: no lists of titles currently received are published. Publishing of current lists in geographic or subject fields would make exchange receipts considerably more valuable. No doubt use of the materials received would be stimulated, and the lists would be of great help to all governmental and non-governmental libraries in their search for suitable materials. It is true that the Latin American countries are, by the provision of the Buenos Aires Convention of 1936, obligated to produce lists of their own publications, but the fact remains that they do not do so. This lack is keenly felt and would be in part remedied by the publishing of lists of publications received by the Library of Congress.

Another problem central to all exchange, though it involves only the Library of Congress directly, is that of the large duplicate collection in the Library. This collection, now numbering three-quarters of a million pieces, is both a rich source of titles and a white elephant. With the possible exception of the Army Medical duplicate collection, it is the richest governmental source of duplicates for exchange. It is probably impossible to rearrange the present collection because of its size and because much material is being constantly added or withdrawn. It should be possible, however, to handle incoming material so that it is more readily available for exchange. It is improbable that titles can be individually listed by the Library, desirable though such lists would be for exchange purposes. Failing that, the Library can only arrange the material roughly by country of origin and by subject and fill exchange requests as they come in and allow visiting libraries and scholars to select titles for their libraries. The Library already uses the collection in these ways, but lack of arrangement handicaps such uses.

Much material has already been turned over in recent months to the United States Book Exchange, in return for credit on selections to be made from Book Exchange lists of available titles. This

procedure no doubt offers the best channel for the distribution of Library of Congress duplicates, and it is to be hoped that the Book Exchange can absorb a large part of those duplicates. If the Library of Congress in return receives specifically needed titles, the exchange will be profitable for both institutions.

Departmental Units

The exchange units of the various departments, bureaus and agencies vary so greatly in size, method and efficiency that it is difficult to make generalizations about them. On the whole, the impression that this survey gained was of a considerable degree of operational efficiency. Certainly this should be the case, considering that library science is farther advanced in the United States than in most other countries and considering that Washington is one of the cities where it is most highly developed in this country. Variations in efficiency of the exchange programs seem to depend almost entirely upon personnel. If the administrator of the library gives adequate support to exchange activities, and if he places in charge a person who is resourceful and interested in the work, the results are surprisingly good. The less effective exchange units are those which lack administrative support and staff interest.

The multitude of exchange units in the government--at least 50, it was noted earlier--means that a great many different staffs are engaged in a similar task. However, it is difficult to see how centralization of exchange could be accomplished without tremendous pyramiding of costs, and the extent to which centralization would replace the activities now being carried on in various agencies is questionable. It is important that this survey discovered no desire for further centralization of exchange among governmental librarians; there were numerous requests for help of an informational nature, but none for machinery to replace present exchange units.

The Problems

Inadequacy of Resources

The health of international exchange depends, of course, upon the materials flowing through its channels. The types of materials are much restricted in governmental exchanges. Part of this is perhaps inevitable in the nature of exchange and desirable in the whole picture of library economy; part of it may be remedied.

It has been pointed out that treaty exchanges consist 100 percent of official governmental publications and that departmental exchanges consist 95 percent of such publications. It has likewise

been pointed out that few exchange units in the government can use publications not published by the government in their exchange activities. Therefore commercial publications, learned journals, university press titles, etc., do not go through these channels.

It is not suggested that all commercial publications needed in any country abroad could or should be obtained through exchange. Normally, this would discourage the building of healthy commercial channels. However, in a period of crisis such as we faced during the war and such as we seem to face even now, when commercial channels cannot produce the needed publications, it is desirable to use whatever other channels exist.

It has been suggested that the duplicate collection of the Library of Congress might be used more effectively in international exchange. The use to which the Army Medical Library is putting its duplicate collection shows the value and effectiveness of duplicates in exchange. That library has, since the end of the war, used its duplicates to participate in the Medical Library Exchange, which is both domestic and international, and in the United States Book Exchange. In addition, it has made its own bilateral agreements with institutions abroad, making up lists of available materials and sending these abroad with the suggestion that recipients send lists of their available materials to the Army Medical. The results thus far have been highly satisfactory. The Army Medical Library is, perhaps, in a unique position, first because it receives large numbers of duplicates from other army medical libraries, and second because of the demand abroad for American medical great publications.

Even if all duplicates available to governmental libraries could be used as effectively as those of the Army Medical Library, however, their importance would not be a major factor in governmental international exchange. Governmental libraries and departments depend upon exchange of current materials. They cannot do a great deal in the offering of duplicates, and they can do even less in the way of offering non-governmental publications. It has been emphasized that most libraries engage in exchange for economic reasons, and, though other factors enter in, the health of any program within an individual library is dependent upon its economic justification. Exchange is likely to lag if an administrator finds that it is costing more than it is producing, regardless of the fact that he may approve the broader effects of exchange.

If it is true that each library must make its exchange program pay, it is also true that in the national interest, it is sometimes essential to maintain programs which are not, strictly speaking, economical or which cannot be measured economically. In the past, exchange has been accepted as in the national interest, and Congress has been consistent in supporting that point of view.

Congress has supported the Smithsonian exchange services even though a large part of the receipts are received by non-governmental institutions. In recent years, Congress has supported the Department of State cultural programs which do not emphasize an immediate return to the government. It is therefore suggested that only those programs clearly defined as in the national interest and operated primarily as instruments of our foreign policy can be expected to use significant amounts of material not published by the government. If this is the case, exchange units within the government cannot be expected to use commercial publications, university press publications, periodicals, etc., in their programs unless such materials are supplied with funds to be used especially for that purpose.

The experience of the Library of Congress in using commerical publications is not encouraging. While the Library has been able to build up important exchange programs with a few libraries abroad, using new commercial publications in return for foreign publications of comparable value, such exchange agreements have proved to be expensive and are not likely to be expanded by the Library. The cost of such exchanges is due principally to the work of purchasing and shipping the books, paying the bills, selecting the titles which it wishes to receive, keeping interim records of these titles and assuring a financial balancing. The procedures involved are actually more complex than in ordering material directly. It follows, therefore, that a subsidy must be allowed to exchange units in the Library of Congress or in other libraries to provide titles in those fields where it is to the national interest to have them provided.

Conflicts of Institutional Interests

There are two problems involving institutional jurisdiction that arise in international exchange. The first involves receipt of material, and arises when a title is received in a limited number of copies and is needed in greater numbers; or when a title is received by one institution and is as urgently needed by another institution. The second problem arises when there is competition between agencies which have similar publications to offer for a desired foreign title.

It is not unusual for the Division of Acquisition and Distribution of the State Department to receive limited copies of publications needed by the Department of Commerce, by the Department of State--perhaps by several division in both Commerce and State, by the Library of Congress, and by any number of other agencies. This is certain to give rise to dissatisfaction regardless of the decision made. The dispute is most likely to center around whether such a publication should go to the agency where it will be used

immediately as a working copy, or whether it should go to a library where it will remain a permanent part of the collections and where it will be made available to all agencies through cataloging and entry in the Union Catalog. At present this problem simply cannot be resolved except by duplication of items. The problem is not yet and may not become of major importance, but it is troublesome.

Another aspect of this problem appears when the Library of Congress--more often than other institutions--receives material which falls into the range of the more specialized libraries. The Library of Congress has made arrangements to turn over to the Department of Agriculture Library and the Army Medical Library material in the fields where these libraries are collecting effectively and where they are actually serving as national libraries. Duplicates in other fields are available to any federal library. That this procedure does not always work perfectly is due more to lack of properly functioning operations than to lack of policy.

The second conflict in institutional interests arises when one institution finds that another has already offered an agency abroad a certain publication and that the former cannot, therefore, receive the foreign publication it wants on exchange. This happens most often because the Library of Congress has complete sets of document to draw upon and can thus send out, for example, publications of the Department of Commerce when that department might want to exchange the same publications with the same agency abroad. However, the Library of Congress has a great variety of documents to offer and it does make efforts to avoid such conflicts. In addition, departmental libraries have at hand a great number of "near print" titles not included in the official depository sets of documents and hence not available to the Library of Congress. Since a number of federal librarians report that they are seldom turned down on a request for an exchange, conflict in this area seems to be infrequent.

It must be admitted that the number of controversies found in all of this area is much smaller than might be expected.

One other conclusion--fortunately negative--should be drawn. Attention was given to the possibility that the work of central exchange agencies, particularly the Smithsonian's International Exchange Service and the Department of State's Division of Acquisition and Distribution, might be over-lapping and conflicting. In no case, however, did duplication nor conflict appear, nor did it seem likely that such difficulty would arise. The International Exchange Service, handling bulk shipments, and the Division of Acquisition and Distribution, handling individual requests for information, are designed for different, but sometimes complementary, tasks.

Coordinating Machinery

This problem is closely related to the conflicts which arise between the institutions involved, for coordinating machinery might well lessen institutional conflicts. However, the problem of coordinating machinery is broader than this. Other difficulties point to the need for coordination. There is, for example, no office which can now bring together various facts regarding the extent, the types, and the distribution of exchange. No agency is now prepared to compile lists of American institutions and publications, nor gather similar lists of foreign institutions. No agency now reports exchange developments within the government or in libraries in general. No office is prepared to encourage the use of uniform records so that conclusions regarding exchange can be drawn more easily. No office is designated to consult with exchange units and to fit the activities of each into a general plan. No agency helps the non-governmental exchange units in channeling their requests abroad. In short, no agency has the complete picture of exchange nor any way of making over-all plans for the future.

It is true that the Division of Acquisition and Distribution of the Department of States does serve the various and sometimes conflicting government interests. That Division, however, is in a peculiar situation. It exists because the library and intelligence needs of the government are closely related. Its control, however, is lodged within the Department of State and not within a library group. As a day-to-day operation, the Division must make decisions regarding priorities of materials, but it has no agreed-upon formula for assigning publications. Rather, the decisions must be largely those of the Division itself. The Division has thus far shown remarkable ability to placate, and even to please, the various agencies it serves. Its position as a coordinating agency is by no means untenable, but it is not comfortable.

Of course exchange programs cannot be effectively coordinated until all programs for acquisition of publications within the government are consolidated. But action need not await the total answer. One agency does exist which can serve at least some of the functions of a coordinating agency. This is the United States Book Exchange. It could well serve to coordinate much information of value to all exchange units. This new office does not, at present, however, have funds for carrying on any of these operations to the extent which is desirable. It cannot be expected to undertake them unless funds are provided. It may be pointed out that, unlike the Division of Acquisition and Distribution, the United States Book Exchange is in a somewhat better position to coordinate some of the national needs. It is an agency set up by librarians and those interested in libraries. Its board of directors represents a broad range of governmental and non-governmental institutions. It is therefore in a position to determine policy without special reference to the

needs of any one institution. Congress was aware of such assets in private agencies when it provided in the Information and Educational Exchange Act for their use in implementing that act. There are remarkably few private agencies actually carrying on operational programs in the cultural relations field. The United States Book Exchange is one of the few and would seem, therefore, to be a natural agency to which the Department of State might turn in making more effective one aspect of its cultural relations program.

Lack of Bibliographic Aids

This impediment to exchange has been mentioned previously and need not be detailed here. However, it should be made clear that one need not aim at complete bibliographical control of any particular area before expecting to receive benefits from bibliographical efforts. The simplest lists of titles published in the Latin American countries are of tremendous assistance.

A convention adopted at the Buenos Aires Conference in 1936 provided that each country would make up and distribute selected lists of its publications. As a result of this, the United States Quarterly Book List was started and has managed to survive. It has been widely praised as the most useful instrument which this country has provided to foreign scholars and librarians. There needs to be some encouragement for other countries to do similar work. This problem can be attacked piece-meal but there is need for some agency to take the initiative. It is possible that governmental libraries offering United States titles on exchange could request bibliographical services of this kind in return.

The possibility of the publication of lists of titles received by the Library of Congress on exchange has been mentioned. This would be a distinct bibliographical advantage. It should also be considered that the United States Book Exchange is in a position to provide lists more easily, perhaps, than any other institution. These lists could most easily include institutions interested in exchange, but they could be gradually expanded to include serial publications available in this country or abroad on exchange.

UNESCO is at present concerned with this problem and, in addition to the issuing of its Bulletin for Libraries, which contains exchange information, it will shortly publish a more comprehensive volume with such information. However, UNESCO cannot operate effectively in any field without the aid of national efforts, and it would undoubtedly welcome American action in this field.

Lack of Relation to Non-Federal Libraries

The only manner in which non-governmental libraries benefit from governmental exchange machinery is in use of the Smithsonian International Exchange Service. This centralization of shipping and governmental subsidy has been a tremendous boon to the interchange of publications. The problem, however, of the relations of governmental and non-governmental exchange agencies, needs to be considered in other respects.

In recent years the Library of Congress and the Department of State have taken an active interest in the research libraries of the country, because of their value to the nation both in peace and in war. Evidence of this is given in an exchange of letters between Dr. Luther Evans, Librarian of Congress, and Mr. Archibald MacLeish, then Assistant Secretary of State. In 1945, Dr. Evans wrote to inquire whether facilities of the Department of State, then at the command of the Library of Congress, and of other governmental libraries, might be used for the securing of "books and other library material from foreign countries where channels of trade are not adequate to the task of supplying American research libraries with the material which they require for responding to the needs and demands of scholarship, industry and the Government."

The suggestion was made, explained Dr. Evans, "only because of the deep conviction based upon daily experiences, that the national interest, both in time of war and in time of peace, is intimately affected by the holdings of the large research libraries."[1]

In reply, Mr. MacLeish wrote: "The Department of State agrees with the Library's view that the national interest is directly affected by the holdings of many of the private research libraries. It would, therefore, interpose no objection in principle to the employment of Federal Government facilities to assist in maintaining their specialized collections where normal channels of acquisition are inoperative.

"It is believed, however, that certain basic understandings should be made clear at the outset. The Department would wish to be assured that the private libraries had agreed upon and carefully planned a program of cooperative buying, that they would continue to support such a plan as long as Federal assistance was granted them . . .The private libraries should be clear that Federal assistance would be withdrawn in every case where normal channels of purchase became available."[2]

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1. Letter dated July 17, 1945.
2. Letter dated August 4, 1945.

These letters are quoted here not because they apply to any specific plan for action, but because they indicate a point of view regarding the necessarily close relations between federal and private library collections. It is upon such a point of view that any effort toward joint acquisitions must be built.

The postwar Library of Congress Mission to Europe, a cooperative acquisitions program for the Library of Congress and more than 100 other governmental and non-governmental libraries, was an example of the effectiveness of coordinating the needs of all research institutions.[1] The more recent program of the Department of State for the acquiring of foreign publications through the Division of Acquisition and Distribution has not, unfortunately, been able to serve the needs of non-governmental libraries. This may be due in part to the limitations of budget and machinery within the Department of State and in part to the failure of private institutions to take the necessary steps in coordinating their needs. An early statement about the program of the Division of Acquisition and Distribution spoke of the possibility of aiding private institutions in these words: "The department has recognized the principle that certain private collections. . .are of national importance, although they are not and should not be duplicated in Washington, and has consequently held that department assistance may be given these collections in their procurement problems under certain circumstances. . . .

"It is hoped that material assistance can, where it is justified, be given to private institutions. The private institutions must regard seriously, however, their responsibility so to correlate their several acquisitions needs that, when assistance is requested in a given area, an integrated program can be presented to the department by the libraries."[2]

In summary, this chapter has pointed out that there are remediable defects in the present operation of the two central exchange agencies, the Smithsonian Institution and the Library of Congress. It has indicated that a major change in the pattern of institutional exchange relations is not desirable at this time. It has pointed out that two new agencies, the Division of Acquisition and Distribution of the Department of State, and the United States Book Exchange, have made the exchange pattern somewhat more complex and have

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1. For an excellent account of the Mission see: Peiss, Reuben, "European Wartime Acquisitions and the Library of Congress Mission".
2. Humphrey, Richard A., "The Department of State and the Acquisition of Research Materials of Foreign Origin," p. 108.

added very considerably to the techniques available to the various exchange units. Attempt has been made to emphasize the possibility that the Division of Acquisition and Distribution might serve non-governmental libraries more effectively, since the interests of the latter coincide in so many instances with those of the government. It has likewise been emphasized that the United States Book Exchange, a unique private institution, can, better than any other agency, serve the needs of both governmental and private institutions for information about exchange. The United States Book Exchange has been cited, in particular, as an agency available to the Department of State for such use as it is advisable for private agencies to perform in carrying out the cultural relations program.

The operational problems facing the many exchange units of governmental departments, bureaus and agencies are in part those of day-to-day operations and in part theoretical questions concerning policies of acquisition. While these problems affect the extent of exchange, they have not succeeded in making it an unprofitable undertaking. The health of these departmental units is undeniable. They will benefit not from centralization of their machinery, but from information which will give them more data on which to proceed.

Chapter Five

DEVELOPMENTS OF POTENTIAL IMPORTANCE TO EXCHANGE

In the twentieth century it is quite unsafe to make plans or recommendations concerning existing institutions without investigating the possibility that newly developed techniques may affect those institutions. The present chapter will consider six current developments in the handling and use of publications. These developments have been arbitrarily selected from the many which might be discussed, for they seem, at this time, to be most significantly related to exchange. These developments are: the application of photographic processes to the reproduction of printed materials and to their substitution, the establishing of regional research libraries in the United States, the adoption of the Farmington Plan for the acquiring of foreign publications, the use by federal agencies of a central office for the procurement of foreign maps, the introduction of comparative studies in the field of librarianship, and the launching of international efforts by UNESCO to solve library and book problems.

Photographic Processes

Various applications of the photographic process have already brought changes in the handling of printed materials. Microfilming, micro-photography, photostating and off-set printing have all helped to make a great deal of information more easily available to potential users. The effects of these developments upon exchange have thus far been slight, but might well become more important. For example, the making of microfilm facilities in this country available to research workers abroad may affect the demand for exchange appreciably. The Department of Agriculture Library, as the most notable example, has developed an extensive program of supplying to Latin America any information in its collections by microfilming that information. The Army Medical Library and the Library of Congress have used their facilities less actively in thus serving foreign libraries. Foreign libraries benefitting from such programs need not build such complete collections as they would otherwise need immediately at hand if they are to serve advanced research needs. Consequently, those libraries might require fewer technical and scientific titles--particularly journals--from this country on exchange. Such a possibility, however, must be weighed against the general experience that, as libraries become active agents in research activities, their needs expand. Since libraries in the United States have found that microfilm more often adds to library facilities than substitutes for existing resources, it might be expected that any methods used to increase the usefulness of

libraries in Latin America or elsewhere will create new needs in the exchange field.

No exchange program has yet made extensive use of microfilm to expand its coverage, yet such a use is altogether possible. One of the impediments to exchange with Latin America is that libraries in those countries have little to offer. Yet, as Miss Marietta Daniels points out, "Library resources for research purposes in Latin America today are rich indeed in the fields of law, philosophy, literature and the history of the Western Hemisphere. Unfortunately those resources are still largely unexplored because of the meager bibliographical control of many of even the richest collections."[1] It seems quite possible that such collections might, at least in part, be microfilmed in Latin America and copies of the film be supplied to one or more libraries in this country in return for the current materials which Latin American libraries find so necessary and so difficult to acquire. Such a microfilm project is not easily arranged, when most libraries to the south lack the skills and equipment for it, but it would seem feasible if carefully developed over a number of years.

This possibility is strongly recommended by Dr. Fermin Peraza, Director, Biblioteca Municipal de la Habana, who writes: "If the libraries of Latin America do not have books for exchanging, nor apparatus and laboratories for 'microfilm' and photostat copies, they have, nevertheless, valuable materials, sometimes unique, of which copies could be obtained on exchange for the United States, if to the service of exchange there could be added rolling laboratories . . .which could circulate through the countries of Latin America, obtaining copies of documents and rare or ancient books, in exchange for the modern books received. This service would save from destruction a great quantity of material, and make it available to scholars. I have seen and examined in the Alcaldía de Guatemala a valuable manuscript of Bernal Díaz del Castillo, spoiled in part through having some tracing of handwriting on its pages; and the valuable collection of Cuban periodicals of the nineteenth century, which was owned by the Sociedad Económica de Amigos del País de la Habana, if not transferred to films, will soon be useless."[2]

Regional Research Libraries

Another significant development in research librarianship has been the establishment of the Midwest Regional Library near

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1. Daniels, Marietta, "Research Libraries in Latin America", p. 361.
2. Letter to the author dated August 20, 1949. Translation.

Chicago. That library, now being built, may be the first of a series of such regional libraries, designed to increase research potentials and to eliminate duplication of resources among libraries of a region. Among the materials which might well be included in the holdings of such libraries are foreign documents, now inadequately collected by most university and other research libraries. This raises a question as to the methods of procurement of such documents. At present, it has been pointed out, only the Library of Congress serves as a depository for materials received on treaty exchanges. If the need for additional copies appears urgent--a question to be carefully considered by scholars and librarians--it would seem feasible to use the machinery of the present treaty exchange program for bringing to the regional libraries the extra copies needed. This would involve an alteration of present procedures and a considerably more intricate arrangement than now exists. If, in the considered opinion of scholars and librarians the additional cost to the government and the libraries could be justified, and if Congressional approval for the changes were forthcoming, the alterations in method could be made without great delay.

The Farmington Plan

Almost every governmental agency and private institution has worked out convenient and workable relations between its exchange and purchase programs. In recent years there has been much interest in determining the needs and techniques of a national acquisitions program. Consideration should be given to the part which exchange might play in developing such a program.

The most important acquisitions planning on a national level has been the application of the Farmington Plan to purchases in several European countries and to Mexico. The major research libraries of the country aim, through the Farmington Plan, to procure at least one copy of every foreign publication of research value and to place it where it will be available to all libraries in this country. However, it has been noted that much material in Latin America is not purchasable or easily purchasable. The Farmington Plan, in other words, will cover only part of the field, even if it is extended to all countries.

This report has no specific exchange plan to offer. Any plan must be prefaced by careful study of the amount and types of material not being received and made available in this country at present. Such a study and consequent planning can best be done by the Association of Research Libraries, or another scholarly group. A single point that this report would make is that over-all planning for exchange is needed, but that it must be done on a national basis, and as an integrated part of a general national plan for library acquisitions.

Map Procurement Program

This report has not previously mentioned one extremely important development dealing directly with exchange of publications, but in a field restricted to one type of publications: maps. The present map procurement program of nine federal agencies is so significant that its methods may be directly applicable to other types of publications.

The present program grew out of a most unsatisfactory situation at the end of the war, when the various agencies interested in acquiring maps realized that their coverage was incomplete, that it overlapped in many areas, and that they were competing for the available maps. A cooperative effort was launched by the Library of Congress and the State Department and is now so coordinated that the interests of several other agencies are reflected in the program. Foreign Service Geographic Attaches, trained in map procurement, have been sent to various areas where coverage was especially necessary and inadequate. Informal exchange has provided a major acquisitions tool. The results have been highly gratifying. The Library of Congress, before the war receiving two to three thousand maps a year from abroad, now receives twelve thousand a year.[1] Purchases amount to only two or three percent of that total; procurement agents obtain all others through exchange. The agents make periodic checks on exchange arrangements, a procedure of particular importance in Latin America. The maps received are made available to all agencies through an arrangement for their cataloging by the various agencies and the reproduction of catalog cards for distribution.

This introduction of agents who can give personal attention to making and checking up on exchange arrangements is not entirely new in the exchange field. It has been noted that visitors abroad representing many agencies have given such personal--though not such continued--attention to exchanges on many occasions, and that the publications procurement officers of the Division of Acquisition and Distribution of the State Department now serve somewhat similarly. However, it remained for the map program to demonstrate how a field could be given complete coverage in this manner. The program should be considered in any acquisitions planning because of three characteristics: it represents an over-all rather than a piece-meal attack on an acquisitions problem, it has resulted from cooperative planning and action, and it uses personal contacts as the most effective way of assuring fruitful and continuous results.

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1. Interview with Mr. Burton W. Adkinson, Chief, Map Division, Library of Congress, August 17, 1949. Mr. Adkinson furnished most of the information regarding this program.

Comparative Studies in Library Problems

The fifth development which might well influence the course of exchange is the introduction of a critical and investigative approach to library problems. How productive such an approach can be is clearly indicated in one publication which penetrates with scholarly insight various acquisitions problems. This is the small volume entitled National Libraries and Foreign Scholarship, by Waples and Lasswell.[1] In speaking of the types of studies needed, they say, "The statement of library problems common to all nations is important because librarianship, historically and actually, is an empirical and a somewhat national science. Its theory and practice have been developed mainly by individual librarians without much attention to or assistance from critical research as undertaken by other institutions like the schools and the church."[2]

Certainly studies of basic exchange problems as they apply under varying conditions would be valuable. Waples and Lasswell illustrate such value in presenting information concerning the acquisition of free materials (gift and exchange) by various European libraries. After pointing out that average book expenditures for American research libraries run many times higher than the average for European libraries, they consider the reasons, and report: "One obvious cause of discrepancies between expenses and holdings is a difference in the proportion of free material. . .

"The facts needed to show what percentage the free accessions were of the total accessions during each of the five years (1929-33), were obtained from only ten libraries. Of the ten, three are national depositories, three are university libraries, and four are specialized social science collections.

"For the depositories, the National Bibliothek of Vienna leads with 85 percent of free accessions; the Preussiche Prussian State Library is next, with 73 percent; and the Bibliothéque Royale [of Belgium] third, with 33 percent. The three average 64 percent. The most thrifty of the three university libraries is Frankfurt, with 75 percent free accessions; Gottingen reports 65 percent, and Sacro Cuore [Catholic University] of the Sacred Heart, Milan 58 percent. The average is 66 percent. The Kiel Institute leads the entire group of ten libraries with a percentage of 87. Second, among the specialized collections, is the Institute de Sociologie Solvay of Brussels, with 75 percent; third, the Bibliothéque de la Documentation International Contemporaine of Cincennes, with 67 percent; and

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1. Waples, Douglas and Lasswell, Harold D., National Libraries and Foreign Scholarship.
2. Ibid., p. 99.

fourth, the League of Nations, with 53 percent. The specialized libraries average 70 percent.

"Natural misgivings concerning the use of ten libraries to describe the trend of scholarly libraries in general are removed by the uniform percentages. The Bibliothèque Royale must acquire much expensive foreign material (chiefly in the humanities) and has no special advantages in securing exchanges. It thus obtains much less free material than the rest. The other nine all lie between 53 percent and 87 percent."[1]

Such comparative data would seem to lend tremendous weight to an argument for increased use of exchange by American libraries. An additional half-dozen studies on acquisitions problems might well rationalize the entire field. Other studies might enlighten such exchange problems as the relationship between purchase and exchange programs; the percentage of foreign publications not covered by American libraries; the comparative costs of obtaining and handling gifts, exchanges and purchases; and the geographical or subject areas best adapted to the use of exchange. Whether such studies will be forthcoming remains to be seen. Certainly acquisitions planning should include the encouragement, the publication and the use of critical background studies.

The UNESCO Program

The last recent development to be considered is the effort being made by the United Nation's Educational, Scientific and Cultural Organization to bring about a freer flow of information among nations, and particularly the encouragement given by that international agency to exchange. It has been mentioned that UNESCO has acted in several ways in this field. It called a meeting of experts in 1948 to discuss the problems of exchange and to make recommendations, it has issued a Bulletin for Libraries which points out exchange possibilities, it is now preparing an exchange manual, and it has consistently encouraged the formation of national exchange centers such as the United States Book Exchange. The book coupon scheme, aimed at circumventing the difficulties imposed by currency restrictions, will, if successful, permit libraries in many countries to buy more freely of foreign publications. Such efforts on the part of this international agency must be considered whenever any national plans for exchange are made. The close liaison between the United States Book Exchange and UNESCO seems to assure a proper relationship there. It is equally important, however, that national efforts be encouraged rather than discouraged by

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1. Waples and Lasswell, op. cit., p. 64-65.

UNESCO's program. The field is too broad for an agency with such limited funds as UNESCO has thus far had. Recognition of, rather than dependence upon, UNESCO's efforts should be the guide to action.

This review of six new developments with immediate or potential effects upon exchange might be summarized thus: There is no reason to believe that exchange will be replaced by any of these developments. It may, instead, be stimulated. It is quite possible to extend the use of microfilm in exchange agreements. Regional libraries may require the extension and revision of the treaty exchange program. The Farmington Plan, the development of a cooperative map procurement program and research by Waples and Lasswell into the holdings of European libraries all point toward the need for considering exchange in relation to purchase programs, and will be valuable as guides in the formulation of such programs. The map program and the study by Waples and Lasswell indicate that exchange might be a much more valuable means of acquisition than it now is for American libraries, and the former indicates also the importance of personal contacts and of cooperative machinery in arranging exchanges. The efforts made by UNESCO must be recognized and augmented by national efforts. These points will lead to concrete suggestions in the following chapter.

Chapter Six

CONCLUSIONS AND RECOMMENDATIONS

The following conclusions and recommendations are drawn from the previous analysis of governmental programs for international exchange of publications. While this survey has centered on exchange programs as they relate to Latin America, exchange is not easily divisible by geographic area; the conclusions are, therefore, in large part applicable to exchange with other areas of the world. This report has considered the present objectives of exchange, the legislation affecting it and existing exchange machinery. Desirable revisions in each of these areas will be pointed out. A final section will place each recommendation in one of three priority groups.

Adequacy of Objectives

The discussion of the development and the objectives of present international exchange programs has shown both theoretical and practical motivations. International exchange in this country was inspired largely by theories propounded by Vattemare and Joseph Henry; it was adopted by libraries as a practical tool for getting publications more cheaply or more easily than they could be purchased; and its use in the cultural relations program has stemmed from a concept, newly adopted by the United States, that cultural instruments are useful to our foreign policy. Neither the theoretical nor the practical objectives now pursued (see chapter two) can be criticized. On the evidence of results achieved, they seem to be sound and feasible. The only criticism that can be made is that the varying objectives have not always been kept clearly in mind, and hence unjustified hopes have sometimes been raised for exchange.

This report submits no specific recommendations concerning the objectives of international exchange, but one general conclusion is drawn. This conclusion is based upon the observation that while libraries are aware of the varied values of exchange, they are and must continue to be interested in it primarily as an acquisitions tool. Since libraries seldom have surplus funds, they cannot be expected to contribute--except in advising and planning--to programs not bringing definite returns to their collections. On the other hand, the broader objectives of exchange, concerned with the free flow of information, the presentation of American achievements and points of view, and the providing of technical assistance needed in many areas of the world, are realistic. Such broad objectives, since they cannot be given primary consideration by libraries, must be supported by other agencies of the government.

Legal Revisions

The investigation of the legal background of exchange, discussed in chapter two, has uncovered no evidence that present programs are seriously hampered in any respect by legislation directly or indirectly affecting exchange. However, provisions of the 1936 act regulating treaty exchanges are rigid. If the treaty exchange program is to be used to provide additional sets of foreign documents, if new and speedier shipping channels are desirable, or if the Library of Congress is to make much more extensive use of government documents in exchange, the law must be revised. This first recommendation is therefore presented. (All recommendations will be consecutively numbered.)

1. Legislation for treaty exchanges should be sought from Congress authorizing the use of any delivery channels approved by the Smithsonian Institution and the Library of Congress, alloting a larger number of copies of documents (either entire sets or specific titles) to the Library upon presentation of need, and permitting deposit of duplicate foreign documents in non-governmental libraries when such deposit serves the national interest.

The last provision would permit the revision of present agreements with foreign countries and assure that additional sets of foreign documents could be acquired and deposited in the regional libraries now being planned or built in this country.

Operational Needs

Though exchange is, on the whole, well grounded as to objectives and well provided for by legislation, the machinery through which it operates is not nearly so adequate. It is true that this survey found little ground for criticism of individual exchange units within the various departments, bureaus and agencies. It found also that the Library of Congress and the Smithsonian Institution's International Exchange Service are quite generally effective as central exchange units. In addition, the programs of the United States Book Exchange and the Division of Acquisition and Distribution of the Department of State are contributing valuable new procedures and materials to the field. Nevertheless, exchange is at present severely restricted in its usefulness. Some of the present restrictions are inherent in barter arrangements, but some are susceptible to change through improved machinery and administration. These latter restrictions may be stated as a series of twelve problems, most of them closely related to each other, but each one felt as a distinct problem.

A. There is now no council, planning group or other body for considering the over-all acquisition needs of the government and the part that exchange may best serve in meeting these needs.

B. There is now no agency equipped to stimulate exchange by investigating and reporting the various methods of exchange used, nor to make comparative studies which would give exchange a firmer basis.

C. There is no machinery for providing the types of information needed by the various exchange units, particularly lists of institutions in subject fields and lists of publications available on exchange. The scant bibliographic information from most Latin American countries makes the need for such information particularly acute in this area.

D. There is no machinery for coordinating the needs and resolving the conflicts of the various governmental exchange units.

E. There is need for agents working in Latin America who can search out sources of exchange and check personally on existing arrangements. The procurement program of the Division of Acquisition and Distribution of the Department of State does not cover this hemisphere.

F. The only governmental aid now extended to non-governmental institutions is the privilege of shipping and receiving material through the Smithsonian. These non-governmental institutions need additional information and assistance in arranging exchange if their programs are to supplement further the cultural exchange program of the government and their receipts add to national research resources.

G. The greatest handicap suffered by exchange lies in the limited types of publications available to it. Governmental programs are now restricted almost entirely to official publications.

H. Exchange receipts from Latin America are limited because the amount of material published in some of the countries is small, because titles published are elusive for libraries in both the United States and Latin America, and because all resources for exchange are not yet utilized.

I. Governmental exchange programs have less effect than they might have in Latin America because of lack of precision in their use. This is especially true of treaty exchanges. Agencies operating treaty and cultural exchange programs

need particularly to consider whether each title sent abroad reaches the persons who can best use it.

J. A part of the material shipped abroad is handled and shipped too slowly. While the Smithsonian International Exchange Service is able to ship by mail to all Latin American countries, no steps have been taken to give special attention to certain documents of considerable current interest.

K. The Smithsonian International Exchange Service has failed to receive the organized support it deserves from private and governmental institutions in this country or from recipients abroad. This has resulted in lack of adequate Congressional support for continuous and fully effective services.

L. Exchange units do not now keep uniform statistics, and it is difficult to determine the status and value of exchange from the scanty yet diverse statistics available.

Each of these twelve problems is subject at least to partial solution through the introduction of new machinery, the extension of present machinery to new areas or the revision of administrative procedure. Few of the problems can be solved without the use of additional funds, but in several instances a great deal can be accomplished with very little money.

In making recommendations, attention will first be given to the problems which indicate a need for new machinery. That need has been so keenly felt that the Interdepartmental Committee on Scientific and Cultural Cooperation has considered the establishing of a United States Exchange Office. This has been planned as a pilot office, operating with limited funds to attack the advisory, codinative and informational problems of exchange with Latin America. It seems impossible, therefore, to proceed with further recommendations until a conclusion has been reached concerning the feasibility of such an office.

This report submits that the establishing of a United States Exchange Office would be unwise. This conclusion is based upon the following reasons: 1) it would confuse the agencies it is designed to serve, 2) it would divide the enthusiastic support needed by present exchange agencies and 3) the office thus created would be highly limited in the services it could provide, and those services can better be provided by existing agencies, if funds for such activities are made available.

The first and second of these reasons may be considered together. The belief that a United States Exchange Office would confuse participating agencies and divide support is based upon the observation that even in Washington, among governmental librarians,

there is at present some lack of clarity about the functions and the relations of existing exchange agencies. Outside of Washington there is even less understanding of the situation. It has been pointed out that the Smithsonian Institution needs enthusiastic support for its International Exchange Service; the United States Book Exchange realizes that it needs similar support. The introduction of another agency--whatever its name--would distract from these present programs.

The third contention, that a United States Exchange Office could perform only limited services, and that these can be better performed by other agencies, needs further comment. The limited services would include stimulation of exchange by investigations and reports (thus meeting the need expressed in problem "B" above), by providing certain types of information not now available (see "C" above) and by extending further help to non-governmental institutions (see "F" above). Such services can, however, be as well and perhaps better handled through existing agencies. The United States Book Exchange is especially well qualified to attack these problems. Indeed, one of the most effective means of insuring increased exchange is through widening the scope of operations of the Book Exchange. There are limits, certainly, to the variety of duties which that agency can be called upon to perform, but those limits have not yet been approached. The Board of Directors of the Book Exchange would no doubt sympathetically consider a proposal that the program of this agency be broadened. Additional services would provide new reason for support by the hundreds of libraries now participating in its program. It should also be considered that the use of private agencies in carrying out the cultural relations program has strong Congressional support. The number of private agencies in the book field available for such use is extremely limited; the Book Exchange seems to be tailor-made for the purpose. Two closely related recommendations are therefore presented. (Recommendation #1 appears on page 77.)

2. It is unwise to establish a United States Exchange Office.

3. The United States Book Exchange is the best available instrument for stimulating exchange, for providing information needed by exchange units and for extending some of the assistance needed by non-governmental libraries. It should, therefore, be so utilized through contract with the government.

These recommendations do not provide for the solving of larger problems now handicapping exchange. Neither a United States Exchange Office nor the present United States Book Exchange can provide the exchange agents needed in Latin America. Neither agency would have the authority to resolve conflicts between governmental institutions or to make plans for meeting the over-all acquisition needs of the government. These functions can be performed

only by an agency set up on quite a different basis. An example of the type of agency needed to resolve conflicts and consider over-all needs is to be found in the Interdepartmental Committee for Scientific Research and Development. A similar agency with similar control of authority and funds could plan and coordinate the acquisition of all foreign publications needed by the government. Time and again it became obvious, in preparing this report, that plans for exchange must be dependent upon over-all acquisitions planning. Therefore, this report submits the following recommendation and emphasizes that the action recommended is basic to the solution of all exchange problems.

4. There is now no means of fully coordinating governmental exchange. Such coordination must await the establishing of an agency to consider and act upon all needs of the government for foreign publications. The establishing of such an agency with sufficient authority and funds to command the publications needed and to control their distribution should be encouraged as a fundamental step toward meeting governmental needs.

Each of the four recommendations made thus far deals with the creating of new machinery to solve exchange problems. Next to be considered are those problems susceptible to solution, in whole or in part, through extension of present machinery. These problems (see "E" through "J" above) include the lack of agents to arrange personally for exchanges in Latin America, the inadequate assistance now given to non-governmental exchange units, the limited types of publications now offered on exchange, the limited amount of material being received from Latin America, the lack of precision in our treaty exchanges with Latin America and the need for speeding shipment of selected publications to recipients.

The first and second of these problems can best be met through extension of the present program of the Division of Acquisition and Distribution of the Department of State. That agency has developed a successful program of procurement of publications in the European field. Trained procurement officers are sent to important areas to obtain for the various governmental offices the many publications not otherwise available. Much of the material is obtained through making and checking on exchange agreements. The weaknesses of that program, as they appeared in this survey, are that no attempt has been made to cover the Latin American field and that no services are performed for the benefit of non-governmental institutions. The extension of this program in two directions is therefore indicated by the information covered in this survey. The inclusion of non-governmental libraries in the Department of State's procurement program has been approved in principle by Department officials (see page 67) because of the contribution made by such libraries to national research resources. Action in this direction is dependent, however, upon the formulation of a cooperative

acquisitions policy by those libraries. Two recommendations concerning this agency are therefore made:

5. The Division of Acquisition and Distribution of the Department of State should, as soon as possible, extend its program for the procurement of foreign publications to Latin America.

6. The Division of Acquisition and Distribution of the Department of State should extend its procurement services to non-governmental libraries. Those libraries should, however, first be encouraged to present to the Department a joint acquisitions policy to insure that the use of federal funds in this field contributes measureably to national research resources.

It is necessary to point out that Recommendation 6 complements the third, which has suggested new functions for the United States Book Exchange. Both agencies would be serving both governmental and non-governmental institutions. The Book Exchange would be carrying out its present program of receiving bulk shipments and of listing these for distribution, and in addition would produce comparative studies of exchange programs, lists of institutions and serial titles, and summaries of exchange results and costs. The Division of Acquisition and Distribution would be accepting requests for exchanges to be passed on to its agents abroad and would check upon existing exchange arrangements periodically. Undoubtedly each agency would gather information useful to the other, and coordination of their activities would be essential.

Non-governmental libraries interviewed in this survey have spoken of the aid which their libraries would receive from publication of lists of titles received on exchange by the Library of Congress, the Department of Agriculture Library and the Army Medical Library. Such publication is a suitable method of further aiding non-governmental libraries. However, this survey has not attempted to estimate the cost of publishing such lists in any particular form. Because of lack of information on this point and because a consideration of all acquisition problems might indicate that such lists would be inadequate, the following recommendation is made in tentative terms.

7. The publication of lists, arranged by country, of titles received on current exchange by the Library of Congress, should be undertaken by that Library, and the publications of lists, arranged by subject, of titles similarly received by the Department of Agriculture Library and the Army Medical Library should be undertaken by those libraries. Such publishing will, however, be justifiable only if there is further evidence that large numbers of libraries would find the lists of value and only if publishing costs will be a minor part of the total expenses of the exchange units of those three libraries.

It became very clear in the assessing of exchange results in Latin America that our governmental programs contribute far less than they might to libraries and scientific developments in Latin America because the types of publications sent to those countries on exchange are limited almost exclusively to governmental publications. There is a great need for additional technical and scientific titles, library science materials, items of special interest to Latin America, titles presenting significant aspects of United States cultural developments, key text-books and reference works. Both books and periodicals are needed and should be utilized. Such additional publications must, however, be used individually, rather than en bloc, if they are to serve most usefully. It has been emphasized that such materials should supplement normal exchange and that they should be used as exchanges rather than as gifts. Consistent receipts from abroad should be expected, though the monetary value of receipts is less important in such a program than the fact that returns are made.

Most exchange units of the government cannot go very far toward increasing the types of publications they offer on exchange without forsaking their primary obligation to utilize exchange as an economically justifiable acquisitions tool. This has been recognized in the support given to the Hispanic Exchange Section of the Library of Congress by the Interdepartmental Committee on Scientific and Cultural Cooperation. That Committee has made $8,552 available to the Hispanic Exchange Section in the current year, in order to provide publications and services not provided by other exchange sections in the Library. Unfortunately, these funds are entirely inadequate to make any considerable difference in the exchange picture. It would seem unreasonable to expect such a program to produce substantial results unless it could annually add several thousand volumes to the titles now being exchanged. Book and periodical titles would probably average four dollars a volume, and costs must be added for the professional services essential to assure that each volume meets a definite need. The first requirement, therefore, if additional materials are going to be made available through exchange, is an increase in funds for the Hispanic Exchange Section. This recommendation is therefore made:

> 8. Increased funds should be made available to the Hispanic Exchange Section so that it may annually add several thousand volumes of commercial and university press books and periodicals to exchange channels.

This problem of adding to exchange channels the types of publications needed and not now available is so important that every means of solving it needs to be explored. Four additional methods of attacking the problem will be pointed out here. First, exchange units in the Army Medical Library and the Department of Agriculture Library might be used, as the Hispanic Exchange Section is used, to supplement the flow of materials to Latin America. Funds

provided to those units by the Interdepartmental Committee on Scientific and Cultural Cooperation for additional publications would help to assure coverage in two extremely important fields. It would not, however, be advisable to support these specialized programs until the Hispanic Exchange Section is adequately supported. Recommendation:

> 9. The machinery and experience of exchange units in the Army Medical and Department of Agriculture Libraries should be used to provide non-governmental publications in the fields of agriculture and medicine. Such programs would supplement that of the Hispanic Exchange Section.

The more effective use of duplicate collections would also contribute a greater variety of materials to exchange channels. Duplicates now held by the Library of Congress form a collection of an estimated 750,000 pieces. This is the richest of such collections, and the most difficult to use effectively. The desirability of arranging that collection has been considered in chapter four. Specific suggestions for the listing of titles were considered and rejected as uneconomical, but the arranging of new materials by country of origin and then by subject would go far toward making the collection highly useable. Staff members of the Library concerned with this collection are well aware of its problems and possibilities. It can only be suggested that a definite plan be adopted and that additional funds for staff--perhaps two persons—be provided to carry out the plan. Hence, an attack on the problem, rather than a solution, is recommended as follows:

> 10. Various methods of more fully utilizing its duplicate collection should be actively considered by the Library of Congress, and a definite plan and budget be adopted so that the useful material in it will, at modest cost, be made readily available to international exchange either by the Library or by the United States Book Exchange.

Another possibility for providing additional publications is that funds may be appropriated by Congress to implement its Information and Educational Exchange Act of 1948. That act broadens the cultural relations program in areas outside of this hemisphere. In case such funds are appropriated, the program of the Hispanic Exchange Section might well serve as a model for extending similar services to other areas of the world. Although this would not affect Latin American exchange, it would be based upon action in that area. Hence, this recommendation is made:

> 11. The Hispanic Exchange Section should be used as a model for the extension of cultural exchanges to countries outside of this hemisphere, if funds become available under the Information and Educational Exchange Act of 1948.

The final possibility for augmenting the types of publications offered on exchange is that legislation may provide for greatly increasing technical assistance to "backward" areas of the world through adoption of the proposal made by President Truman in point four of his inaugural address. A Point Four Program would necessitate the increased use of technical information, including books and periodicals, in our foreign policy. The experience of the Hispanic Exchange Section and the exchange units of the Army Medical and Department of Agriculture Libraries would be highly useful in getting technical information to the places where it will be most useful in such a program. Recommendation:

12. If the proposed Point Four Program is adopted, exchange machinery of the government should be used to channel technical books and periodicals to the points where they will serve most usefully in the technical projects undertaken.

The problem of enlarging exchange receipts from Latin America (see "H" above) is, in view of the lack of central control of publications in those countries, not easily dealt with. It would be solved in part by the use of procurement agents, as noted in Recommendation 5 above. It is suggested that receipts could also be increased by requesting Latin American libraries to return, for exchanges sent them, microfilm of materials not otherwise available. Microfilm facilities are not, however, available in many Latin American libraries, and some funds might be necessary to aid them in procuring such equipment. It is obvious that the cost must be limited if this is to be a reasonable transaction. Investigation of this possibility might well be made by the Library of Congress, which is now developing a series of cooperative projects for microfilming archival and bibliotecal material in Latin America. Recommendation:

13. The amount and importance of material in certain Latin American libraries which might be microfilmed, and the feasibility of having such microfilming done in return for publications from the United States, should be investigated by the Library of Congress.

In order to insure more precise results in our treaty exchanges (see "I" above), the Library of Congress, as the responsible agent in this field, badly needs first-hand information. This can best be obtained by sending to Latin America a representative who can check in as many countries as possible on the present results of our shipments, confer with proper officials to work out desirable variations in practice, encourage more complete shipments from the various countries, and then return to Washington to put such information to work in a continuous program of improving the situation. Recommendation:

14. A representative of the Library of Congress should be sent to Latin America to check on results of the treaty exchange program there and to arrange for more complete receipts in this country.

The need for expediting the shipment of selected documents (see "J" above) is a problem involving the Library of Congress and the International Exchange Service of the Smithsonian Institution. It has been pointed out that all documents shipped are now treated similarly. There would appear to be slight difficulty in selecting from the list of all documents sent on treaty exchanges those of high current interest. These titles could be selected by the Library of Congress and given priority handling by the Government Printing Office and the International Exchange Service. The cost would be small. This variation in method would insure special attention for these important documents abroad. Recommendation:

15. The Library of Congress should select document titles of the greatest current interest and importance, and those titles should be expedited from the Government Printing Office and through the Smithsonian International Exchange Service.

The two final problems ("K" and "L" above) concern the inadequate support given the International Exchange Service of the Smithsonian Institution and the need for more uniform statistics by all exchange units. These problems can best be attacked through administrative changes and joint action.

This survey has shown the unique and valuable position of the International Exchange Service, but it has pointed out the lack of concerted support of that agency and the failure to collect data and suggestions from the thousands of institutions served, both here and abroad. Two recommendations are aimed at strengthening that agency.

16. The Smithsonian Institution should seek, and other governmental and non-governmental institutions interested in exchange should volunteer, appraisals of the value of the International Exchange Service. This information should be used in presenting a clear-cut picture of the Smithsonian services to Congress to justify sufficient appropriations for continuous and effective operations.

17. The International Exchange Service of the Smithsonian Institution should seek a closer liaison with exchange units abroad, with the purpose of determing whether exchange bureaus in other countries might not be stimulated and receipts from abroad increased.

The final recommendation is presented because, in the making of this survey, the lack of uniform statistics made it difficult and often impossible to analyze the problems of exchange. It was found that many librarians were aware of this lack of uniformity and of its importance. Recommendation:

18. Exchange units of the government should attempt to adhere to some standard method of measuring exchange receipts and costs, so that more precise results of their programs may be available. Greater uniformity may be achieved at the urging of a central exchange agency such as the United States Book Exchange.

Summary of Recommendations

In order to provide a convenient summary of these recommendations and to indicate the importance attached to action upon them, they are restated here in three groups. The seven recommendations in group one are assigned the highest priority, both because the problems they attack have a high importance in the exchange picture and because it seems feasible to take almost immediate steps in acting upon them. Group two includes six recommendations dealing with problems only slightly less urgent. The five recommendations in group three concern problems preventing fully effective exchange. While it is most desirable that action be taken on these five, attention should not be diverted from the more urgent problems. (The recommendations retain the numbers assigned to them above.)

Recommendations - Group One

2. It is unwise to establish a United States Exchange Office.

3. The United States Book Exchange is the best available instrument for stimulating exchange, for providing information needed by exchange units and for extending some of the assistance needed by non-governmental libraries. It should, therefore, be so utilized through contract with the government.

6. The Division of Acquisition and Distribution of the Department of State should extend its procurement services to non-governmental libraries. Those libraries should, however, first be encouraged to present to the Department a joint acquisitions policy to insure that the use of federal funds in this field contributes measurably to national research resources.

8. Increased funds should be made available to the Hispanic Exchange Section so that it may annually add several thousand

volumes of commercial and university press books and periodicals to exchange channels.

14. A representative of the Library of Congress should be sent to Latin America to check on results of the treaty exchange program there and to arrange for more complete receipts in this country.

16. The Smithsonian Institution should seek, and other governmental and non-governmental institutions interested in exchange should volunteer, appraisals of the value of the International Exchange Service. This information should be used in presenting a clear-cut picture of the Smithsonian services to Congress to justify sufficient appropriations for continuous and effective operations.

17. The International Exchange Service of the Smithsonian Institution should seek a closer liaison with exchange units abroad, with the purpose of determining whether exchange bureaus in other countries might not be stimulated and receipts from abroad increased.

Recommendations - Group Two

5. The Division of Acquisition and Distribution of the Department of State should, as soon as possible, extend its program for the procurement of foreign publications to Latin America.

7. The publication of lists, arranged by country, of titles received on current exchange by the Library of Congress should be undertaken by that Library, and the publication of lists, arranged by subject, of titles similarly received by the Department of Agriculture Library and the Army Medical Library should be undertaken by those libraries. Such publishing will, however, be justifiable only if there is further evidence that large numbers of libraries would find the lists of value and only if publishing costs will be a minor part of the total expenses of the exchange units of those three libraries.

9. The machinery and experience of exchange units in the Army Medical and Department of Agriculture Libraries should be used to provide non-governmental publications in the fields of agriculture and medicine. Such programs would supplement that of the Hispanic Exchange Section.

10. Various methods of more fully utilizing its duplicate collection should be actively considered by the Library of Congress, and a definite plan and budget be adopted so that the

useful materials in it will, at modest cost, be made readily available to international exchange either by the Library or by the United States Book Exchange.

11. The Hispanic Exchange Section should be used as a model for the extension of cultural exchanges to countries outside of this hemisphere, if funds become available under the Information and Educational Exchange Act of 1948.

15. The Library of Congress should select document titles of the greatest current interest and importance, and those titles should be expedited from the Government Printing Office and through the Smithsonian International Exchange Service.

Recommendations - Group Three

1. Legislation for treaty exchanges should be sought from Congress authorizing the use of any delivery channels approved by the Smithsonian Institution and the Library of Congress, alloting a larger number of copies of documents (either entire sets or specific titles) to the Library upon presentation of need, and permitting deposit of duplicate foreign documents in non-governmental libraries when such deposit serves the national interest.

4. There is now no means of fully coordinating governmental exchange. Such coordination must await the establishing of an agency to consider and act upon all needs of the government for foreign publications. The establishing of such an agency with sufficient authority and funds to command the publications needed and to control their distribution should be encouraged as a fundamental step toward meeting governmental needs.

12. If the proposed Point Four Program is adopted, exchange machinery of the government should be used to channel technical books and periodicals to the points where they will serve most usefully in the technical projects undertaken.

13. The amount and importance of material in certain Latin American libraries which might be microfilmed, and the feasibility of having such microfilming done in return for publications from the United States, should be investigated by the Library of Congress.

18. Exchange units of the government should attempt to adhere to some standard method of measuring exchange receipts and costs, so that more precise results of their programs may be

available. Greater uniformity may be achieved at the urging of a central exchange agency such as the United States Book Exchange.

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ABBREVIATIONS USED IN BIBLIOGRAPHY

Agric Lib Notes - Agricultural Libraries Notes
ALA Bull - American Library Association Bulletin
Am J Sociol - American Journal of Sociology
C&RL - College & Research Libraries
I-AB&LA Proc - Inter-American Bibliographical and Library Association Proceedings
I-ABR - Inter-American Bibliographical Review
Int Fed Doc Trans - International Federation of Documentation Transactions
JDR - Journal of Documentary Reproduction
LJ - Library Journal
LQ - Library Quarterly
PW - Publishers Weekly
Sci Mo - Scientific Monthly
Sp Lib - Special Libraries

APPENDIX

I.

The following agreement is included as a typical example of the bilateral agreements now in force with 33 countries (listed below).

EXCHANGE OF OFFICIAL PUBLICATIONS

Agreement Between the
UNITED STATES OF AMERICA
And Siam

Effected by Exchange of Notes
Signed at Bangkok September 5, 1947
Entered into Force September 5, 1947

The American Ambassador to the Siamese Minister of Foreign Affairs

THE FOREIGN SERVICE
OF THE
UNITED STATES OF AMERICA

American Embassy
Bangkok, Siam
September 5, 1947

EXCELLENCY:

I have the honor to refer to the conversations which have taken place between representatives of the Government of the United States of America and representatives of the Government of Siam in regard to the exchange of official publications, and to inform Your Excellency that the Government of the United States of America agrees that there shall be an exchange of official publications between the two Governments in accordance with the following provisions:

1. Each of the two Governments shall furnish regularly a copy of each of its official publications which is indicated in a selected list prepared by the other Government and communicated through diplomatic channels subsequent to the conclusion of the present agreement. The list of publications selected by each Government may be revised from time to time and may be extended, without the necessity of subsequent negotiations, to include any other official publication of the other Government not specified in the list, or publications of new offices which the other Government may establish in the future.

2. The official exchange office for the transmission of publications of the Government of the United States of America

shall be the Smithsonian Institution. The official exchange office for the transmission of publications of the Government of Siam shall be the National Library.

3. The publications shall be received on behalf of the United States of America by the Library of Congress and on behalf of the Kingdom of Siam by the National Library.

4. The present agreement does not obligate either of the two Governments to furnish blank forms, circulars which are not of a public character, or confidential publications.

5. Each of the two Governments shall bear all charges, including postal, rail and shipping costs, arising under the present agreement in connection with the transportation within its own country of the publications of both Governments and the shipment of its own publications to a port or other appropriate place reasonably convenient to the exchange office of the other Government.

6. The present agreement shall not be considered as a modification of any existing exchange agreement between a department or agency of one of the Governments and a department or agency of the other Government.

Upon the receipt of a note from Your Excellency indicating that the foregoing provisions are acceptable to the Government of Siam, the Government of the United States of America will consider that this note and your reply constitute an agreement between the two Governments on this subject, the agreement to enter into force on the date of your note in reply.

Accept, Excellency, the renewed assurances of my highest consideration.

Edwin F. Stanton

At the end of 1949 bilateral treaties or executive agreements were in force with these countries.

Afghanistan	Ecuador	Mexico
Argentina	Estonia	Nicaragua
Austria	Finland	Norway
Bolivia	France	Panama
Brazil	Guatemala	Paraquay
Burma	Haiti	Peru
Ceylon	Honduras	Philippines
Chile	Iceland	El Salvador
Cuba	Iran	Siam
Denmark	Iraq	Union of South Africa
Dominican Republic	Liberia	Sweden

II.

The 1939 act (text given below) provided for the implementing of United States agreements with the other American states, including agreements relating to international exchange.

AN ACT

To authorize the President to render closer and more effective the relationship between the American republics.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to render close and more effective the relationship between the American republics the President of the United States is hereby authorized, subject to such appropriations as are made available for the purpose, to utilize the services of the departments, agencies, and independent establishments of the Government in carrying out the reciprocal undertakings and cooperative purposes enunciated in the treaties, resolutions, declarations, and recommendations signed by all of the twenty-one American republics at the Inter-American Conference for the Maintenance of Peace held at Buenos Aires, Argentina, in 1936, and at the Eighth International Conference of American States held at Lima, Peru, in 1938.

Sec. 2. The President is authorized to create such advisory committees as in his judgment may be of assistance in carrying out the undertakings of this Government under the treaties, resolutions, declarations, and recommendations referred to, but no committee or member thereof shall be allowed any salary or other compensation for services: Provided, however, That they may, within the limits of appropriations made available therefor by the Congress, which appropriations are hereby authorized, be paid their actual transportation expenses and not to exceed $10 per diem in lieu of subsistence and other expenses while away from their homes in attendance upon meetings within the United States under instructions from the Secretary of State.

Approved, August 9, 1939.

(From Statutes-at-Large, Ch. 616, sec. 1, v. 53, p. 1290)

III.

The Information and Educational Exchange Act of 1948 recognizes the role of international exchange. All sections directly or indirectly pertinent to exchange programs are therefore given below.

Public Law 402--80th Congress

Chapter 36--2d Session

H. R. 3342

AN ACT

To promote the better understanding of the United States among the peoples of the world and to strengthen cooperative international relations.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled.

TITLE I--SHORT TITLE, OBJECTIVES, AND DEFINITIONS

Short Title

SECTION 1. This Act may be cited as the "United States Information and Educational Exchange Act of 1948".

OBJECTIVES

SEC. 2. The Congress hereby declares that the objectives of this Act are to enable the Government of the United States to promote a better understanding of the United States in other countries, and to increase mutual understanding between the people of the United States and the people of other countries. Among the means to be used in achieving these objectives are--

(1) an information service to disseminate abroad information about the United States, its people, and policies promulgated by the Congress, the President, the Secretary of State and other responsible officials of Government having to do with matters affecting foreign affairs;

(2) an educational exchange service to cooperate with other nations in--

(a) the interchange of persons, knowledge, and skills;
(b) the rendering of technical and other services;
(c) the interchange of developments in the field of education, the arts, and sciences.

UNITED NATIONS

SEC. 3. In carrying out the objectives of this Act, information concerning the participation of the United States in the United Nations, its organizations and functions, shall be emphasized. . .

BOOKS AND MATERIALS

SEC. 202. The Secretary is authorized to provide for interchanges between the United States and other countries of books and periodicals, including government publications, for the translation of such writings, and for the preparation, distribution, and interchange of other educational materials.

INSTITUTIONS

SEC. 203. The Secretary is authorized to provide for assistance to schools, libraries, and community centers abroad, founded or sponsored by citizens of the United States, and serving as demonstration centers for methods and practices employed in the United States. In p. 3 assisting any such schools, however, the Secretary shall exercise no control over their educational policies and shall in no case furnish assistance of any character which is not in keeping with the free democratic principles and the established foreign policy of the United States.

TITLE V—DISSEMINATING INFORMATION ABOUT THE UNITED STATES ABROAD

General Authorization

SEC. 501. The Secretary is authorized, when he finds it appropriate, to provide for the preparation, and dissemination abroad, of information about the United States, its people, and its policies, through press, publications, radio, motion picture, and other information media, and through information centers and instructors abroad. Any such press release or radio script, on request, shall be available in the English language at the Department of State, at all reasonable times following its release as information abroad, for examination by representatives of United States press associations, newspapers, magazines, radio systems, and stations, and, on request, shall be made available to Members of Congress.

TITLE VII—APPROPRIATIONS

TRANSFER OF FUNDS

SEC. 702. The Secretary shall authorize the transfer to other Government agencies for expenditure in the United States and in other countries, in order to carry out the purposes of this Act, any

part of any appropriations available to the Department for carrying out the purposes of this Act, for direct expenditure or as a working fund, and any such expenditure may be made under the specific authority contained in this Act or under the authority governing the activities of the Government agency to which a part of any such appropriation is transferred, provided the activities come within the scope of this Act.

TITLE VIII--ADMINISTRATIVE PROCEDURES

The Secretary

SEC. 801. In carrying out the purposes of this Act, the Secretary is authorized, in addition to and not in limitation of the authority otherwise vested in him--

(1) In carrying out title II of this Act, within the limitation of such appropriations as the Congress may provide, to make grants of money, services, or materials to State and local governmental institutions in the United States, to governmental institutions in other countries, and to individuals and public or private nonprofit organizations both in the United States and in other countries;

TITLE X--MISCELLANEOUS

Utilization of Private Agencies

SEC. 1005. In carrying out the provisions of this Act it shall be the duty of the Secretary to utilize, to the maximum extent practicable, the services and facilities of private agencies, including existing American press, publishing, radio, motion picture, and other agencies, through contractual arrangements or otherwise. It is the intent of Congress that the Secretary shall encourage participation in carrying out the purposes of this Act by the maximum number of different private agencies in each field consistent with the present or potential market for their services in each country.

IV.

The basic provision for the "treaty" exchange program lies in the 1936 act relating to the public printing, binding and distribution of public documents. Pertinent sections are given below.

AN ACT

To amend certain Acts relating to public printing and binding and the distribution of public documents and Acts amendatory thereof.

TITLE IV

Publications to the Library of Congress

Sec. 6. That Public Resolution Numbered 16 (31 Stat. 1465), approved March 2, 1901 (U.S.C., title 44, sec. 139 and 228), relating to the distribution of public documents to the Library of Congress for its own use and for international exchange, and section 7 of the Act (43 Stat. 1106) approved March 3, 1925 (U.S.C., title 44, sec. 139a), relative to increasing the number of copies of Government publications for international exchange, be, and are hereby, amended to read as follows:

139. International Exchange of Government Publications.--That, for the purpose of more fully carrying into effect the provisions of the convention concluded at Brussels on March 15, 1886, and proclaimed by the President of the United States on January 15, 1889, there shall hereafter be supplied to the Library of Congress not to exceed one hundred and twenty-five copies each of all Government publications, including the daily and bound copies of the Congressional Record, for distribution, through the Smithsonian Institution, to such foreign governments as may agree to send to the United States similar publications of their governments for delivery to the Library of Congress.

139a. Distribution of Government Publications to the Library of Congress--That there shall be printed and furnished to the Library of Congress for official use in Washington, District of Columbia, and for international exchange as provided in section 139 of this title, not to exceed one hundred and fifty copies of the publications described in this section, to wit: House documents and reports, bound; Senate documents and reports, bound; Senate and House journals, bound; public bills and resolutions; the United States Code and supplements, bound; the Official Register of the United States, bound; and all other publications and maps which are printed, or otherwise reproduced, under authority of law, upon the requisition of any Congressional committee, executive department, bureau, independent office, establishment, commission, or officer of the Government: Provided, That confidential matter, blank forms, and circular letters not of a public character shall be excepted.

In addition to the foregoing, there shall be delivered as printed to the Library of Congress ten copies of each House document and report, unbound; ten copies of each Senate document and report, unbound; and ten copies of each private bill and resolution and fifty copies of the laws in slip form.

Sec. 7. That Public Resolution Numbered 25 (35 Stat. 1169), approved March 4, 1909 (U.S.C., title 44, sec. 186), relating to the distribution of Government publications in exchange for parliamentary records, be, and is hereby, repealed.

Approved, June 20, 1936.

(From Statutes-at-Large, Ch. 630, Sec. 6, v. 49, p. 1550)

V.

The following references to the Brussels Conventions and to the conventions, resolutions and acts of International Conferences of the American States are supplied in lieu of the complete texts of the agreements.

Brussels Conventions:

Convention for International Exchange of Official Documents, and Library Publications, concluded at Brussels, March 15, 1886. Text in Report of the Librarian of Congress, 1926, pp. 73-75.

Convention for the Immediate Exchange of Official Journals, Annals, and Documents, concluded at Brussels, March 15, 1886. Text in Report of the Librarian of Congress, 1926, pp. 76-77.

Agreements Adopted at Conferences of American States:

Convention Relative to the Exchange of Official, Scientific, Literary and Industrial Publications, adopted at the Second International Conference of American States, Mexico City, October 22, 1901-January 31, 1902. Text in The International Conferences of American States, 1889-1928 (Published by The Division of International Law, Carnegie Endowment for International Peace), pp. 74-76.

Resolution, "Pan American Libraries", adopted at the Fifth International Conference of American States, Santiago, March 25-May 3, 1923. Text in The International Conferences of American States, 1889-1928, pp. 242-243.

Resolution, "American Bibliography", adopted at the Seventh International Conference of American States, Montevideo, December 3-26, 1933. (See especially paragraphs 4, 9, 10 and 14.) Text in The International Conferences of American States, First Supplement, 1933-1940, pp. 24-28.

Resolutions, "Interchange of Documents Relative to the Organization and Regulation of Public Education", "Establishment of Special American Libraries", and "American Bibliographical Exchange" and Convention on Interchange of Publications, adopted at the Inter-American Conference for the Maintenance of Peace, Buenos Aires, December 1-23, 1936. Texts in The International Conferences of American States, First Supplement, 1933-40, pp. 154, 154-155, 157-158, and 205-206.

Resolution, "Interchanges Between Libraries", adopted at Eighth International Conference of American States, Lima, December 9-27, 1938. Text in The International Conferences of American States, First Supplement, 1933-40, pp. 283-284.

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